

Municipal Newcomer Assistance in Lloydminster: Evaluating Policy Networks in Immigration  
Settlement Services

by

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## **ABSTRACT**

This research explores the value of the federally funded Local Immigration Partnership (LIP) program as the initiative expands from communities in Ontario to communities across Canada. While labour market demands make the recruitment and retention of immigrants a serious policy problem in smaller, more isolated centres, the existing academic literature has highlighted the importance of local settlement support services. In smaller centres, these services, if they are available, are delivered by a range of federal, provincial and municipal government agencies, acting in partnership with a range of Non-Governmental Organizations. There has been concern that there is a lack of cohesion in this policy network, which is particularly problematic given the network's vital role in delivering services. Academic research indicates that relevant community actors are not sufficiently connected on immigration issues, and the LIP program has been designed as an information-based policy instrument, providing funding to help organize networked service delivery more effectively – this is seen as a low-cost strategy for improving immigration support in smaller cities. Regions of Canada vary in their strengths and in their challenges, and the LIP program's focus on enhancing existing immigration-sector networks seeks to account for these differences. This project presents a case study of Lloydminster, Alberta/Saskatchewan to test the potential applicability and receptivity of the LIP program in a rurally located, economically booming, small Western Canadian city. Lloydminster's immigration-sector network has improved on its own over time; organizations on the periphery still feel disconnected, which is negatively impacting immigrant integration. From the data collected through this project, it is clear that a Local Immigration Partnership has the potential to improve the network in Lloydminster, and that the relevant community actors see real benefits in this approach to immigration policy.

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## **LIST OF ABBREVIATIONS**

Alberta (AB)  
Alberta Urban Municipalities Association (AUMA)  
British Columbia (BC)  
Catholic Social Services (CSS)  
Calgary Local Immigration Partnership (CLIP)  
Citizenship and Immigration Canada (CIC)  
Community Supports for Immigration (CSI)  
English as an Additional Language (EAL)  
English as a Second Language (ESL)  
French as a Second Language (FSL)  
Interdisciplinary Committee on Ethics in Human Research (ICEHR)  
Language Instruction for Newcomers (LINC)  
Lloydminster Catholic School Division (LCSD)  
Lloydminster Economic Development Corporation (LEDC)  
Lloydminster Learning Council Association (LLCA)  
Local Immigration Partnership (LIP)  
Member of the Legislative Assembly (MLA)  
Member of Parliament (MP)  
Non-Governmental Organization (NGO)  
Ontario (ON)  
Pathways to Prosperity (P2P)  
Saskatchewan Immigrant Nominee Program (SINP)  
Saskatchewan (SK)  
Service Provider Organization (SPO)  
Steinbach and District Settlement Program (SISP)  
Social Sciences and Humanities Research Council (SSHRC)  
South Eastman English and Literary Services (SEELS)  
Temporary Foreign Worker (TFW)  
Welcoming Communities Initiative (WCI)

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## CHAPTER 1: INTRODUCTION

“Our ability to proactively and effectively address our workforce issues, especially in the face of expected economic growth, will require meaningful collaborative efforts amongst the federal, provincial and municipal governments.”

Teresa Woo-Paw (2011: 1)

### Municipal Immigration Networks

For primarily economic reasons, Western Canada has seen an influx of immigrants in recent years. In rurally located, culturally homogenous, but economically booming small cities, a variety of actors help to ease newcomers' transitions into foreign environments. These communities do not typically have long-established methods of helping culturally diverse individuals integrate, and the communities may lack services that exist in larger centres, such as Edmonton or Regina (Woo-Paw, 2011: 11-13). Retaining newcomers in rural areas is an often-discussed policy problem for both government and the private sector (Walton-Roberts, 2005: 14-15). Non-governmental, non-profit, settlement service organizations receive moderate funding and guidance from the provincial and federal governments and often take the lead on immigration issues at a community level (Burstein, 2010: 1-2). Sharing information and working together is an important part of creating a quality system (CIC, 2011: 7). However, settlement Service Provider Organizations (SPOs) and government offices are not the only entities that help newcomers to thrive; schools (daycare, elementary, secondary, and post-secondary institutions), health programs, municipal governments, businesses, law enforcement, the media, religious or cultural organizations, and other community non-governmental organizations (NGOs) all play a



role in settlement (Burr, 2011: 1). Municipal-level immigration research on the connectivity of local immigration actors is increasing due to the complexity of their working relationships.

Globalization has intensified the foreign-worker phenomenon around the world (Clark, 2009: 17), but different geographic areas face different challenges in managing diverse populations. The increase in cultural diversity in rural areas has sparked a number of municipal-level case studies, which examine how well a city, town, or area is meeting these challenges. In their case study of Murray Bridge, Australia, Taylor-Neumann & Balasingam find that newcomers can thrive in a rural area, depending on certain factors (2013: 161). For example, secondary migrants who have first come through a larger city that has adequate settlement services may be better equipped to live in a rural area than primary migrants (Taylor-Neumann and Balasingam, 2013: 172). However, not all inferences are applicable to an entire country; the authors note that regions within Australia are varied and that it is important not to make broad generalizations (Taylor-Neumann and Balasingam, 2013: 172). The Canadian context is similar to Australia; regional differences need to be considered. While some case studies uncover widespread similarities, other results may only be regionally applicable. Walton-Roberts' study of "small and medium sized" communities in British Columbia highlights an important claim in immigration policy literature: that immigration services will improve when municipal, provincial, and federal government representatives, along with SPOs, successfully network to form solutions (2005: 28).

This argument is supported by the vast research conducted into municipal immigration under the Metropolis Project. Metropolis is "an international network for comparative research and public policy development on migration, diversity, and immigrant integration in cities in Canada and around the world" (Biles et al. 2008: Foreword). The concept of a "welcoming community" is central to Metropolis Project research. The "Characteristics of a Welcoming Community"

outlines seventeen characteristics that determine how accessible a community is for newcomers (Esses et al., 2010). Characteristic six, “links between main actors working toward welcoming communities,” states the need for well-developed organizational connections in the immigration sector (Esses et al. 2010: 3). The research compiled by Esses et al. was funded by Citizenship and Immigration Canada, and is the theoretical basis for the Local Immigration Partnership (LIP) program. LIPs build on existing municipal networks, and use the “two-way street model of integration,” which comprises both newcomers and the local population (CIC, 2011: 3). Citizenship and Immigration Canada has identified LIPs as “a means to systemize local engagement in settlement services with resources available to hire individuals to coordinate the activities of the LIP” (2011: 3). Federal funding is provided to communities (CIC, 2011: 7) so that relevant immigration actors can network and strategize by setting up a partnership council. This “process-based” procedural policy instrument (Howlett, 2005) is designed to increase the quality of immigration support services in smaller cities without the need for the direct establishment of federal CIC offices to provide services – it is a low-cost way of responding to policy challenges. The program was originally piloted in Ontario, but is now expanding across Canada (CIC, 2014: 4). Currently there are two functioning LIPs in Alberta: Calgary and Bow Valley (P2P, 2014: Prairies). Calgary is a large, resource-industry-driven city with a diverse population, and the Bow Valley area is made up of small municipalities; most of its newcomers work in the tourism sector (Bow Valley Immigration Partnership, 2014: About). Rurally located, culturally homogenous, small, Western Canadian cities, which prosper through the oil industry, are the next frontier for Local Immigration Partnerships. LIPs are meant to build upon existing organizational networks, and before looking at the possibility of creating a LIP, it is first necessary to assess the systems that are already in place to serve newcomers in these

communities. Hypothetically, the wealth in these Western Canadian communities might be used to strengthen the non-profit sector to the extent that immigration services are excellent, and creating a LIP could be redundant.

While it is not an oil boom community, researchers found that in the mid-2000s, Steinbach, Manitoba's immigration sector did an exceptional job of networking various agencies and stakeholders and providing necessary services to newcomers (Silvius, 2005: 6). Steinbach's success occurred prior to the key research that now guides the LIP program. To researchers, Steinbach showed that it was possible for a community to create a successful immigration strategy without a great deal of direct federal government involvement. When this case-study on Lloydminster was first conceived, it was possible that the results might find that the community, like Steinbach, had an exportable model of its own; however, this was unlikely. The immigrants and locals in Steinbach were ethnically similar, and this factor makes integration easier (Silvius, 2005: 4). In recent years, booming Western Canadian communities have relied heavily on the Temporary Foreign Worker Program and a more diverse pool of regular immigrants. A sudden influx of newcomers from ethnically, culturally, and linguistically dissimilar backgrounds creates a challenging situation for SPOs and relevant community actors, and makes strategic planning more difficult.

As the LIP program spreads across Canada, it is useful to examine existing community networks, in order to identify whether the program is useful in all regional contexts outside of Ontario. This thesis will test the applicability of the LIP program in Western Canada, and the conclusions of the Metropolis Project research that support it. In testing their claims, the following questions will be answered through a focused case-study: How connected are the relevant community actors on immigration issues in a rural located, economically booming,

small Western Canadian city? Is this system providing adequate services to newcomers, and should it be formally strengthened to help newcomers thrive? The data collected establishes that the network of relevant community actors in the case-study site (Lloydminster, Alberta/Saskatchewan) is becoming stronger as more newcomers arrive; however, based on the views of the relevant community actors, this network does need a more formal initiative to include actors on the periphery, as this would improve the quality of service provision. The results of the research suggest that Lloydminster, AB/SK would benefit from a LIP. More broadly, this case study supports the idea that municipal settlement networks in rurally located, economically booming, small Western Canadian cities can be improved through the use of a procedural instrument like the Local Immigration Partnership program. In conclusion, this research supports general claims in policy literature about the usage of communication and process as a way to provide more effective public services in an era of “hollowed out” public sectors (Howlett, 2000: 424), as budgets are too tight to resolve policy challenges through direct service provision.

## Thesis Roadmap

Chapter 2: Literature Review, describes Canada’s historic stance on immigration, and the basic relationship between the federal & provincial governments and settlement Service Provider Organizations (SPOs), before looking in-depth at the ideas behind Canada’s Local Immigration Partnership (LIP) program. In comparison with the United States, the Government of Canada has historically taken a more proactive approach to immigration and settlement, and recognizes that newcomers may require integration assistance (Schmidt, R., 2007: 110-111). This is why

Citizenship and Immigration Canada provides funding to SPOs across the country for the delivery of specific settlement services (Nijboer, 2010: 20; Biles, 2008: 166-167). The next chapter examines the pertinent academic literature on municipal-level immigration issues. This includes the work of Walton-Roberts and of Taylor-Neumann & Balasingam, as well as Ruth McAreavy's study of foreign workers in Northern Ireland. All three of these articles contain findings that are regionally specific. Identifying similarities and differences between regions shows the need for municipal-level case-studies when testing the effectiveness of existing approaches to immigration policy. The chapter also explains the Local Immigration Partnership program. The program is a formal, federal government-funded solution to the disconnectedness that municipal-level actors experience in the immigration sector. This chapter includes brief case studies of existing LIPs (Timmins, ON & Calgary, AB) and of existing non-LIP municipal immigration networks in Steinbach, MB and Brooks, AB. All four of these cases demonstrate the importance of connecting local immigration policy-relevant actors and agencies with one another.

Chapter Three introduces the case-study site by providing a detailed profile of Lloydminster, Alberta/Saskatchewan, and outlines the research design. Lloydminster is a Western Canadian municipality of 31,000 people, located on the Alberta/Saskatchewan border (Saskatchewan Immigration, 2014). The city is unique in the fact that it is provincially divided between two provinces, yet has a cohesive municipal government. With the surrounding towns and rural areas included, the population tops 125,000 people (Canadian Business Journal, 2011: City of Lloydminster). The oil-rich farmland surrounding Lloydminster has created a thriving local economy (Lloydminster Economic Development Corporation, 2014: "Lloydminster Advantage"). Other Western-Canadian communities, such as Grande Prairie and Fort McMurray

are in a similar situation. These locations tend to have the most job vacancies in positions that require either a low-skilled workforce (i.e.: the fast food and hospitality industries), or positions that require highly skilled applicants (i.e.: the auto-repair and oil industries). The vacant positions have attracted an increasing number of people to Lloydminster from elsewhere in Canada and abroad (Woo-Paw, 2011: 1-7). Businesses are actively recruiting newcomers abroad to keep up with demands, and the good economic climate is also attracting international students (Lakeland College, 2014: International) and immigrants who intend to make Lloydminster their long-term home.

The 2013 City of Lloydminster Census reported that 7% of the population is made up of immigrants, and another 1% are “non-permanent residents” (2014, Neighbourhood Profiles). In 1996, Statistics Canada reported that only 4.2% of Lloydminster residents were immigrants; this number dropped to 3.7% in 2001, and 3.0% in 2006 (2010: Selected Trend Data for Lloydminster). The percentage of newcomers from other countries more than doubled between 2006 and 2013 (to 8%) (City of Lloydminster, 2014: Neighbourhood Profiles). This is directly related to the oil boom, as Statistics Canada reported a 19% jump in revenue for Alberta between 2005 and 2006 (Statistics Canada, 2008). Relevant community actors (government offices, non-profit organizations, educational institutions, businesses, the health care system, religious and ethno-cultural organizations, media sources, and law enforcement) are working to meet the integration needs of the growing newcomer population, and this thesis explores the relationships between these actors in Lloydminster.

The following research questions were explored in relation to Lloydminster’s situation: How connected are the relevant community actors on immigration issues? Is this system providing adequate services to newcomers, and should it be formally strengthened to help newcomers

thrive? Thirty-seven relevant community actors in Lloydminster were selected to receive a survey relating to these questions. The questionnaire included sections on: demographic information, how the actors networked in the past, how the actors currently network, and finally, what the actors envision for their sector in the future. The potential application of the Local Immigration Partnership program was not mentioned until the “future” section of the questionnaire; this allowed respondents to assess the current system in Lloydminster before making recommendations.

Chapter Four analyzes the primary research results. Thirteen of the relevant community actors responded in detail to the questionnaire. The results show that the network in Lloydminster has become stronger since the 2006 spike in immigration. The main immigration actors in Lloydminster [City of Lloydminster, Catholic Social Services Gateway, and the Lloydminster Learning Council Association] have open channels of communication on immigration issues through the Community Supports for Immigration (CSI) committee and through other inter-agency meetings. However, there is still considerable room for improvement in the ways that the main actors connect and provide information. More clarity on rules and regulations are needed. The community faces unique challenges, as it borders two provinces. Multiple respondents would like to see the CSS Lloydminster Gateway for Newcomers increase its capacity to provide services. Organizations on the periphery (i.e.: the Men’s Shelter) also seek support for their newcomer clients; periphery organizations need to be better informed, and better connected with the main actors. Also, an assessment of newcomer needs should be completed before a course of action is taken. Most of the organizations surveyed were quite receptive to the possibility of a Local Immigration Partnership, and identified areas of improvement for the community. Based on the results of the questionnaire, the research suggests,

in practical terms, that relevant community actors in Lloydminster should apply for LIP funding from Citizenship and Immigration Canada to enhance their network and to improve the quality and availability of newcomer settlement services in Lloydminster. The results also suggest improvements through process-based solutions are viable; forming a LIP is a potentially-valuable way to improve immigration policy in a time of tight budgets, and procedural instruments are not just a way of avoiding difficult policy problems.

Chapter Five summarizes the project, and concludes by returning to the idea that Municipal settlement networks in rurally located, economically booming, small Western Canadian cities can be improved with a greater government role in connecting the various actors in the form of Local Immigration Partnerships (LIPs). The LIP initiative is expanding from Ontario to the rest of the country, this case study supports that the program is a positive phenomenon that it provides structure for communities, while accounting for their unique circumstances. While Lloydminster's municipal government and civil society organizations have made great strides in improving the services for newcomers since the start of the oil boom, there is still room for improvement, and organizations on the periphery would especially benefit from involvement in a Local Immigration Partnership. "Best practices" (Esses et al., 2010: 44) in the settlement sector have been identified through Metropolis Project research, and the federal government is encouraging these best practices at a municipal level by funding LIPs. Citizenship and Immigration Canada is taking recommendations from academia, and communities across the country are putting these recommendations into practice; this is an ideal process and should be encouraged.



## CHAPTER 2: LITERATURE REVIEW

Canada has developed a social safety net for its citizens, and these values contribute to the idea that newcomers thrive more fully when they have access to settlement assistance (Schmidt, R., 2007: 110-111). The federal and provincial governments fund programming that helps newcomers to integrate, i.e.: language lessons, information services (Biles et al., 2008: 142-145). In the past, immigrants typically favoured urban centres, but due to the industrial resource economic boom, more newcomers than in the past are moving to rural areas (Woo-Paw, 2011: 11-13). The quality of settlement services, and the issues that newcomers face, vary by geographic region, and a development strategy that recognizes this is necessary. This chapter will examine Walton-Roberts (2005) case study of two British Columbian communities, Taylor-Neumann & Balasingam's (2013) rural/urban Australian case-study, and McAreavy's (2012) study of Northern Ireland. Municipal case studies are becoming more common in immigration research, especially through the Metropolis Project, and this type of research has produced suggestions for municipal-level improvements in the settlement sector. Indeed, the Government of Canada has taken academic research into account when developing the Local Immigration Partnership (LIP) program (Duvieusart-Dery, 2013: 4-5), which helps relevant municipal actors network in an organic, community-focused manner. LIPs are being created to improve the quality of settlement services in both rural areas and urban centres; rural areas in particular will benefit, as they have typically lacked sufficient immigration strategies in the past.

### Immigrant Settlement Services in Canada

Immigrants have helped to create the Canada of today, and Canadians are generally proud of their country's inherent, historical diversity (Biles et al., 2008: 3). Canadians have access to a well-developed social safety net, due to cultural values that were shaped over time (Schmidt, R., 2007: 110-111). This social safety net includes resources for the smooth settlement of refugees and immigrants. NGOs working in the settlement sector administer programs that enhance this smooth transition (Biles et al., 2008: Chapter 5). Newcomers to Canada often face more challenges than those born in the country, and extra help (ideally) ameliorates these disadvantages (Clark, 2009: 13-14). Social values explain the existence of settlement NGOs in Canada, as well as the principles that tend to guide other organizations (i.e.: schools), in the recognition that newcomers might require special assistance. A network of organizations facilitates integration at a lower cost, and more efficiently, than if the federal government directly provided all settlement services. The following section will concentrate on how settlement-focused SPOs operate and interact with the federal and provincial governments in Canada.

Citizenship and Immigration Canada (CIC) is the federal department that oversees issues involving refugees, immigrants, foreign students, foreign workers, foreign travellers, and multiculturalism. The CIC shares responsibilities with the provinces and territories; sub-national governments have the authority to enact laws dealing with immigration, as long as these laws do not conflict with federal-level laws (Government of Canada, 1982). While each province may have slightly different policies regarding immigration, they are each responsible for policy areas that directly affect newcomers, such as: "labour law, the provision of adequate housing, [and] health and social services" (Nijboer, 2010: 11). Historically, Quebec led the way for other

provinces, demanding greater control over immigration; Quebec is a “distinct” society and first entered into agreements with the federal government to use immigration for the province’s unique needs (Nijboer, 2010: 12-14). Other provinces have since made similar agreements that tailor immigration policy to their own needs (Nijboer, 2010: 15).

The CIC mandate, mission statement, and vision are reflective of Canada’s history and values. The department seeks to “support [Canada’s] humanitarian tradition,” “facilitate the arrival of people and their integration into Canada,” and to “foster increased intercultural understanding” (2013: Our Mandate). While these are general statements, they mirror Canadian cultural values.

Ronald Schmidt contrasts Canada’s immigration approach with the American approach and finds that Canada’s system is more supportive of newcomers and provides them with additional assistance, helping them to thrive (2007). Due to the significant integration barriers faced by refugees, refugees are given greater financial aid than immigrants (Biles et al. 2008: 146-147). Since the 1960s, Canada has placed a greater importance on economic immigration, and selects certain immigrants and Temporary Foreign Workers (TFWs) based on whether their skillset can fill gaps in the Canadian workforce (Nijboer, 2010: 6). While, legally, immigrants and permanent residents can live and work in any province or territory, Provincial Nominee Programs (PNPs) seek out immigrants for specific geographic areas based on economic need; Nijboer notes that it is necessary for provinces to create hospitable environments so that newcomers are not compelled to emigrate (2010: 10-11). PNP programs run alongside federal programs and are essential in motivating immigrants to move to rural or underpopulated areas of the country (Nijboer, 2010: 16). Settlement SPOs typically provide services to both refugees and immigrants; however it is now recognized that TFWs lack sufficient integration services (Woo-

Paw, 2011: 11-13).

Public actors, private actors, and NGOs provide settlement services in Canada. Both the provincial governments and the federal government impose regulations on the SPOs, to which they distribute funds (Nijboer, 2010: 20; Biles et al., 2008: 166-167). Through the Immigrant Settlement and Adaptation Program (ISAP), the federal government disperses money to the provinces and to SPOs (Schmidt, R. 2007: 109). British Columbia, Manitoba, and Quebec have taken greater control over their settlement programs, while the other provinces rely more heavily on federal involvement (Nijboer, 2010: 50-51). There are multiple federal initiatives that support integration, such as Language Instruction for Newcomers to Canada (LINC), which provides lessons to new immigrants for a maximum of three years, and the Host program, which matches newcomers with Canadians (Biles et al., 2008: 142-145). These services, provided by specially selected SPOs, often overlap with NGOs' local initiatives, which may or may not be funded by provincial or federal grant money (Nijboer, 2010: 51), as well as through a variety of other financial sources (i.e.: corporations, private donors, religious organizations, municipal governments etc.).

In addition to facilitating government programs, such as LINC and Host, the primary SPOs provide settlement assistance to refugees and immigrants on a wide range of issues. In Schmidt's article, which compares the American and Canadian settlement systems, he refers to Canada's system as "proactive" because NGOs and government departments often seek out immigrant opinions when forming policies and programs (2007: 112). He also includes a brief list of the type of work done by SPOs in Canada:

referrals to economic, social, health, cultural, educational and recreational services; information and tips on banking, shopping, managing a household and other everyday tasks; contact information for interpreters or translators, if needed; referrals to

non-therapeutic counselling; help in preparing "professional-looking" resumes; and help in learning job-searching skills (2007: 109).

Good quality settlement services are necessary for the smooth integration of newcomers into Canadian society. Federally funded settlement SPOs address the vast regional and provincial differences experienced across Canada; local organizations can adapt to meet local needs. However, the multi-level relationship of the federal government, provincial governments, individual NGOs, public entities, and private actors create many points at which decisions are made. Without regular communication between those involved, the quality of service provision can suffer. Although the Government of Canada focuses more intently on immigrant settlement than the United States Government does, Schmidt notes that a lack of sufficient funding prevents Canadian programs from reaching their full potential (2007: 112). Similarly, Guo and Guo suggest that SPOs typically work with non-ideal budgets but try to do the most with what they have (2007: 1). Municipalities have great potential to build local solutions for immigration issues, as there are existing local connections that can be enhanced to better serve newcomers. Sharing knowledge through enhanced connections between relevant community actors can partially remedy the fact that organizations, and government departments, experience financial constraints. Better communication between these organizations and the levels of government can improve the quality and efficiency of the services provided by SPOs.

### **Immigration Research from a Municipal Perspective**

In this complex ensemble of programs and agencies, municipalities have been gaining increased immigration responsibilities (Clark, 2009: 12) and are increasingly the focus of

academic research on immigration. This is partly due to the intensification of immigration around the globe (Metropolis, 2001: A Municipal Research Agenda for Metropolis), notably, economic immigration from developing countries to developed countries (Clark, 2009: 17). Cultural diversity is becoming more evident in small Western Canadian communities. In the past, large cities were the hubs of cultural diversity (Metropolis, 2001: A Municipal Research Agenda for Metropolis). In this section of the literature review, three municipal case studies are examined to highlight recent immigration policy research. A one-size-fits-all strategy for immigrant settlement in Canada is not sufficient, as regional areas and municipalities deal with specific issues, such as: lack of services available locally, lack of strategic planning around immigration issues, and negative attitudes towards newcomers. Traditionally, smaller centres have lacked some of the support services that exist in major centres.

In 2005, Walton-Roberts produced a comparative study of immigration in “small and medium sized urban” BC communities (12). Her major finding was that, with the right policies, small and medium-sized urban centres have the ability to create environments in which newcomers thrive (Walton-Roberts, 2005: 12). She noted that this involves coordination and funding from all three levels of government (Walton-Roberts, 2005: 12). For example, she argued that, in small municipalities, English language classes vary in usefulness, and are offered by numerous under-funded non-profit organizations (Walton-Roberts, 2005: 27). She found that expecting newcomers to travel to hub cities for these services was not practical, and that coordinating localized English language services with the assistance of all three levels of government was likely to see greater success than a less organized approach (Walton-Roberts, 2005: 27-28). Walton-Roberts called for “better integrated service provision between local governments, service providers, and senior levels of government (2005: 28).

Taylor-Neumann & Balasingam studied the community of Murray Bridge, Australia; Murray Bridge is a rural community with an abundance of jobs (2013: 161), much like the small Western Canadian cities with oil wealth. Their study found that “settlement outcomes” were more favourable for newcomers in Murray Bridge than in the larger city of Adelaide (Taylor-Neumann & Balasingam, 2013: 161). They found that the positive experience of newcomers in Murray Bridge was likely due to the fact that the study consisted of secondary migrants, who had first lived in Adelaide (Taylor-Neumann & Balasingam, 2013: 172). This means that the newcomers relied less on settlement NGOs because they had already accessed these services in the larger city. Taylor-Neumann & Balasingam found “that since regional locations across Australia are not homogenous, success of settlement must be assessed location by location instead of assuming that findings from one or more regional areas are indicative of regional locations as a whole” (2013: 162). Canada is much like Australia in this way; the country is so large that each area has distinctive issues (i.e.: the booming economy in oil-rich areas). It is not only necessary to compare immigration in rural areas and urban areas, but by regional area.

In her study of newcomers in Northern Ireland, Ruth McAreavy discusses the lack of support that newcomers deal with in small cities (2012: 488). McAreavy studied the real-world impacts of government efforts to direct newcomers to the countryside to strengthen the rural workforce (2012: 489). McAreavy argues that the research “overwhelmingly” showed that newcomers were met with “negative attitudes” by locals in Northern Ireland, and that they relied on community organizations to alleviate the barriers that they experienced (McAreavy, 2012: 489). Overall, McAreavy found that immigrants in rural Northern Ireland felt that civil society organizations “cannot keep up” with the level of immigration (2012: 498-499). These organizations are crucial in helping newcomers to navigate their new surroundings and to network within them

(McAreavy, 2012: 499). McAreavy argues for “multi-level partnerships,” which are being instituted in the place of the traditional “top-down” service delivery approach typically used (McAreavy, 2012: 489). This means that rather than upper levels of government dictating how municipalities should deal with immigration, municipal governments and civil society organizations have more power to shape immigration strategies locally. According to McAreavy, this solution makes the most sense for “cash-strapped governments” (2012: 490). Her research both provides an example of qualitative regional research, and supports the assertion that civil society organizations, the private sector, and newcomers need to connect more systematically to address rapid immigration.

These three examples highlight the usefulness of qualitative municipal case studies. Each location studied presents results that can be compared and contrasted with other locations. The main point that can be taken away from all three of these case studies is that immigration issues vary by region, and federal and provincial governments need to take this into account when structuring settlement services. There is also a persistent concern about coordination problems between different levels of government and SPOs in an environment where funding is limited to address these problems.

### **“Welcoming Communities” and the Local Immigration Partnership Program**

Municipal research has been a major focus of the Metropolis Project, which defines itself as “an international network for comparative research and public policy development on migration, diversity, and immigrant integration in cities in Canada and around the world” (Biles et al. 2008). Since the early 1990s, the researchers involved in this project have identified key immigration



policy problems and have suggested solutions (SSHRC & CIC, 2000: Evaluation Metropolis Program). The birth of the Metropolis Project occurred as Canada's federal government was in the midst of cutting jobs and research funding and merging three departments to form Citizenship and Immigration Canada (Biles, 2012: 325-326). The semi-independent, multi-national, university-driven nature of the project took some of the financial strain off of the CIC for policy advising, and allowed large-scale, practical research on immigration to continue (Biles, 2012: 325-326). Numerous articles, magazines, and books have been published with Metropolis funding, such as *Immigration and Integration in Canada in the Twenty-First Century* (Biles et al. 2008), which continues to influence the way that settlement services are perceived in Canada.

The research associated with the Metropolis Project has had real-world impacts. For example, the Pathways to Prosperity (P2P) initiative has seen success. P2P seeks to connect the three levels of government, local organizations, and academic institutions on immigration issues across Canada (P2P, 2014: The Project). The Metropolis Project has exposed concerns about disconnectedness in the sector, and has produced research on a variety of regions. The concept of "Local Immigration Partnerships" (LIPs) has been developed by Citizenship and Immigration Canada as the formal solution to the disconnectedness that community organizations, government, and other relevant actors often experience in the immigration sector (Duvieusart-Dery, 2013). LIPs are meant to improve settlement services across communities by increasing network connections without requiring substantially increased budgets for service provision.

The concept of a "welcoming community" is central to the Metropolis Project research, P2P relationships, and the goals of LIP programs. In a comprehensive CIC report, Victoria Esses, Leah Hamilton, Caroline Bennett-AbuAyyash, and Meyer Burnstein define the term "welcoming

community,” and create a catalogue of characteristics (2010). In their report, they note that the government realizes the need for long-term integration and regionally-based solutions (Esses et al.; 2010: 5). The definition of a “welcoming community” is complex, but the defining characteristics, set by Esses et al., make it clear that welcoming newcomers requires more than a general attitude of friendliness. The authors present a list of metrics for analysing whether a community is truly “welcoming:”

1. Employment Opportunities
2. Fostering of Social Capital
3. Affordable and Suitable Housing
4. Positive attitudes towards Immigrants, Cultural Diversity, and the Presence of Newcomers in the Community
5. Presence of Newcomer-Serving Agencies that can Successfully Meet the Needs of Newcomers
6. Links between Main Actors Working Toward Welcoming Communities
7. Municipal Features and Services Sensitive to the Presence and Needs of Newcomers
8. Educational Opportunities
9. Accessible and Suitable Health Care
10. Available and Accessible Public Transit
11. Presence of Diverse Religious Organizations
12. Social Engagement Opportunities
13. Political Participation Opportunities
14. Positive Relationships with the Police and the Justice System
15. Safety
16. Opportunities for Use of Public Spaces and Recreation Facilities
17. Favorable Media Coverage and Representation” (Esses et al.: 2010; 5-6)

In the remainder of the report, Esses et al. give considerable attention to each characteristic (2010). In their in-depth explanation of characteristic number six, the need for links between different actors, Esses et al. argue that integration is facilitated through “holistic” (rather than “vertical”) relations between organizations (2010: 44). Areas that they identify as most in need of inter-agency coordination include: employment, housing, health, education, and social services (Esses et al.: 2010: 46). They suggest that “Local Immigration Partnerships” are a “best practice” to link community actors, however, they also give examples of other local initiatives that produce similar results (i.e.: the “Ottawa Inter-Agency Forum”) (2010: 44). To create a Local Immigration Partnership, it is necessary that an organization (or group of organizations) submits a proposal to the CIC (Esses et al.: 2010: 46). The authors suggest that community organizations may face barriers in working together, as they may be in competition for funding (Esses et al.: 2010: 45).

Academics who study immigration often use the “welcoming communities” concept in their own work. Natasha Clark’s research “Welcoming Communities and Integration in Newfoundland and Labrador” uses a collection of interviews, secondary sources, and observations to discuss the ways in which St. John’s meets (or does not meet) the criteria of a “welcoming community” (2009). She refers extensively to Metropolis Project research and defines a “welcoming community” as “a social inclusion approach to the reception of immigrants” (Clark, 2009: 18). Clark argues that, in a “welcoming community,” the municipal government has a major role in immigration (2009: 10), and identifies a variety of local immigration actors and analyzes their contribution to making St. John’s a “welcoming community.” In her examination of community-based organizations, she creates a

comprehensive picture of the social inclusion of newcomers in St. John's (Clark, 2009: 2).

When Clark completed her research in 2009, Local Immigration Partnerships were low on the research radar; however, the institutional approach that she takes provides insight into how actors work together.

While LIPs are now supported by the government, in the past, communities have seen success with independent, formalized networks. The community of Steinbach, Manitoba was one of four rural immigration case studies completed by Brandon University in 2005 (Silvius). Not only was this a municipally-based study, it was specifically about Western Canada. This qualitative research is the result of talking to “stakeholders” both formally and informally (Silvius, 2005: 2). In this community, Russian-German, German, and Mexican & South American Mennonite immigrants comprise the majority of the newcomers (Silvius, 2005: 4). The population growth happened quickly (Silvius, 2005: 4), and some local systems (i.e.: education and health care) were strained (Silvius, 2005: 4). It is noted that “general growth” in Steinbach has created this strain, and that immigration is only one aspect of the issues; however, immigration brings up distinctive challenges (Silvius, 2005: 9).

The study of Steinbach was completed before the advent of LIP programs, and the City of Steinbach originally took the lead on immigration initiatives (Silvius, 2005: 11). While municipal-government involvement is now considered a best practice, Steinbach was ahead of its time in this decision. The Steinbach and District Immigrant Settlement Program (SISP) is the result of a local focus on immigration (Silvius, 2005:11). Steinbach's literacy organization, South Eastman English and Literary Services (SEELS) shared an office with SISP (Silvius, 2005: 12). This connection created an atmosphere where the organizations could work together and share knowledge. Overall, the researchers found that Steinbach dealt well with the

challenges, and can be considered a model community for service provision (Silvius, 2005: 6). Some of the draws to Steinbach included: “open spaces, excellent schools, plentiful work...[and lack of] withering employment opportunities, and urban crowding” (Slivius, 2005: 9). While it is possible for communities to achieve the goals of a LIP without formally creating one, not all communities have the advantage that Steinbach did; the newcomers were of a similar ethnic origin to the local population, and the literacy non-profit and settlement SPO worked from the same physical space. Local Immigration Partnerships have the potential to spread a Steinbach-like model to rural communities across Canada.

The Alberta Urban Municipalities Association (AUMA) (of which Lloydminster is a part) (2014: Regular Members), has adopted a “Welcoming Communities Initiative,” which some communities, such as Brooks, have adopted at a local level (City of Brooks, 2012: 7). The community of Brooks created a list of detailed goals. The Welcoming Communities Initiative (WCI) was a former CIC program, similar to Local Immigration Partnerships, and was described as “a three pronged approach that focuses on creating connections between newcomers and Canadians, eliminating barriers to integration by creating welcoming communities, and educating against racism” (Citizenship and Immigration Canada, 2010: Evaluation of the Welcoming Communities Initiative). The WCI website no longer exists, and the page redirects readers to the P2P website with a notice that, “[the] (WCI) has joined the Pathways to Prosperity (P2P) pan-Canadian Partnership” (Pathways to Prosperity, 2014: You are Being Redirected). In the LIP Handbook, it is mentioned that WCIs have been instrumental in helping to set up LIPs (CIC, 2011: 13). One of the goals of Brooks’ welcoming plan is the creation of a partnership between “settlement agencies, non-governmental organizations (NGOs), social service providers, youth, police services, schools, and faith and spiritual organizations” (City of Brooks, 2012: 28).

Local Immigration Partnerships find their strength in beginning with a partnership council, and therefore saving time and energy in collecting information and creating solutions. Initiatives outside of the LIP program do not benefit from the financial help and guidance of the CIC. If a community were to develop their own initiative, separate from a LIP, it would need to justify why they are not taking advantage of federal funding (i.e.: issues with bureaucratic red tape, a unique vision or plan that doesn't fit into the LIP format, another source of funding etc.). In practice, LIPs have seen success in Ontario, and are now the recommended type of municipal immigration network by both the federal government and by academics who study settlement.

### **The Development of a Local Immigration Partnership**

Local Immigration Partnerships are viewed as the formal solution to the disconnectedness that community organizations, government, and other relevant actors often experience in the immigration sector. LIPs are being created as a cost effective way to improve service provision and to make communities across Canada more welcoming.

The Local Immigration Partnership program specifically addresses the divisions between Service Provider Organizations (SPOs), the levels of government, public agencies, and the private sector. The national Welcoming Communities Initiative (WCI) has played an instrumental role in helping new LIPs in their early planning stages (CIC, 2011: 13). Funding for LIPs is drawn from the CIC's Settlement Program (Duvieusart-Dery, 2013: 9), and each LIP costs an average of \$226,000 in its first year (CIC, 2011: 7). The money is used to create structured networking opportunities for relevant community actors. While some communities can afford to start their own initiatives, the involvement of the federal government creates a

standardization of best practices and strengthens immigration practices across Canada as a whole. Bluntly, it is also a way to avoid more direct and expensive federal interventions in immigration service delivery; immigrant support services can be “piggybacked” on existing provincial and local services and stand-alone federal supports do not need to be established. For this to work it is crucial for any local initiative to have support and direct involvement from a municipal government (Duvieusart-Dery, 2013: 17). LIPs take roughly two years to set up, and three to five years to implement fully; “improve(d) outcomes” are expected at the five-year mark (Duvieusart-Dery, 2013: 11). Structurally, the LIP coordinator (funded by the CIC) manages a partnership council, under which lays the executive council, working groups, and (possibly) action teams (Duvieusart-Dery, 2013: 12). LIPs are becoming recognized as the ideal integration solution for Canadian communities with significant immigrant populations.

While the LIP program was first introduced in 2008 in Ontario, the academic report by Esses et al. was created in 2010 to provide more thorough guidance on newcomer settlement (CIC, 2011; 8). The CIC uses the seventeen characteristics, defined by Esses et al., as their agreed-upon concept of a “welcoming community” and justifies the need for LIPs using the Esses et al. report (Duvieusart-Dery, 2013: 4-5). In the CIC’s presentation to stakeholders, Duvieusart-Dery recognizes that “tremendous capacity and expertise exist at the local level” (2013: 7).

Community members are acutely aware of local needs, and have the skills to solve issues. LIPs provide the means for achieving these solutions. Using a “two-way street” philosophy (CIC, 2011: 3), LIPs build on the connections and processes that already exist locally, and aim to educate and include locals in the “integration process,” in order to build local research capacity and to better organize service provision (Duvieusart-Dery, 2013: 8). Through the LIP program, the CIC intends to standardize best practices, whilst bringing a diverse group of organizations to

the table and focusing on local circumstances (CIC, 2011: 9).

In asking for LIP proposals, the CIC hopes to spark discussion and awareness about newcomer issues in Canada (2011: 8). Once the CIC approves a proposed LIP, a Partnership Council of relevant actors is formed (2011: 7). Regions, communities, and neighbourhoods can all apply for LIP funding (CIC, 2011: 6). Different places may have different leadership structures in their LIP (CIC, 2011: 8). For example, the LIP in St. John's is headed by the municipal government and the Association for New Canadians (the primary SPO). In other communities, a variety of other actors may take the lead (CIC, 2011: 8). Each Partnership Council should be comprised of "influential, well-networked leaders – staff, volunteers, and partners – who are passionate and committed to the initiative" (CIC, 2011: 10). This includes representatives from: "Local civil society organizations...municipal representatives...provincial/territorial representatives...federal representatives...labour market actors...umbrella organizations...media...(and) local and regional research bodies" (CIC, 2011: 12). The creation of a partnership council involves research by the leading organization(s) and scheduled meetings to provide information and gather feedback – it should truly be a concerted effort (CIC, 2011: 11). Broadly, areas covered by LIPs include employment, social connections, and language assistance (Duvieusart-Dery, 2013: 14).

The CIC released a report to summarize the work of the LIP program between 2008 and 2013 (2014). The program is now expanding out of Ontario, with new projects in Calgary, Halifax, St. John's and elsewhere (CIC, 2014: 4). The expansion of the successful program in Ontario suggests that community-based settlement initiatives are the future of Canadian immigration. The report says that newcomers themselves need to be consulted in the process of identifying unique community needs and goals for the LIP to work towards (CIC, 2014: 6). While the



federal government provides funds to each LIP, much of the funding comes from the involved organizations (i.e.: financial contributions, “staff hours and physical resources”) (CIC, 2014: 7). When organizations work together, they can increase their efficiency by sharing resources, increasing “visibility and credibility,” and relying on one another for help (i.e.: creating grant applications) (CIC, 2014: 8). The collaborative spirit, shaped by Local Immigration Partnerships, has made services more “accessible” to newcomers and “referrals” have increased between the participating actors (CIC, 2014: 8-9). For example, LIPs have helped to make NGOs more aware of local employment opportunities for newcomers, some organizations now share materials, and other organizations have been inspired to create newcomer-focused programming (CIC, 2014: 9-10). 70% of the LIPs involved at the time of the report include a municipal government in their partnership; this is considered to be a best practice, as municipal governments are well-positioned to create change (CIC, 2014: 12). LIPs are able to provide useful support to employers who hire, or plan to hire, newcomers (CIC, 2014: 11-12) and this is especially relevant in the case of Lloydminster, since the increased immigration is largely economic in nature. Quite importantly, LIPs are thought to be altering local attitudes towards newcomers in a positive way (CIC, 2014: 13). In the report, a variety of specific positive outcomes are included (CIC, 2014: 11).

The concept of a “welcoming community” was brought to the forefront of immigration research in the CIC report written by Esses et al. (2010). Local Immigration Partnerships (LIPs) are a tangible outcome of Metropolis-funded research, and Citizenship and Immigration Canada is in the process of expanding this successful initiative from Ontario to the rest of Canada. All of this is based on the belief that poor connections between local stakeholders are a key problem in immigration policy.

The “welcoming community” discourse, and the LIP program, does not only reflect ideas about best practices in service delivery, but it reflects the broader academic literature on the use of procedural/information/process-based policy instruments in an era of tight government budgets (Howlett, 2000: 413). Much of the comparative public policy literature on policy formulation and implementation has considered how governments can more effectively use process-based policy instruments to successfully achieve goals in “networked-style” policy “subsystems” (Bressers and O’Toole, 1998; Howlett, 2005; McCool, 1998: 551). This literature shows that policy environments where government offices are required to cooperate both with each other and with non-governmental actors are “structurally” inclined to a policy style of cooperation. This contrasts the traditional emphasis on commanding and controlling relevant actors. To manage policy problems cost-effectively, agencies are likely to choose policy instruments that are “non-coercive” and allow a high level of flexibility in implementation.

The immigration policy sector is complex; there are a variety of programs and actors. Unless the federal government is willing to fully fund direct settlement services effectively, the ideal approach is to use “process-based” solutions. In this case, the enhancement of local immigration policy networks allows for an improved delivery of services that already exist. In literature about procedural instruments, there is some uncertainty about the growing government attraction to these methods. They can be seen positively, as a way to manage conflict in a policy domain and/or to improve public policy outcomes (McCool, 1998: 566). Or, they can be seen more negatively, as simple, low-cost engagement strategies that take the place of more serious efforts to solve policy problems.

Testing the extent to which immigration policy stakeholders see a LIP-type program as a real solution to immigration policy challenges, offers a unique opportunity to examine the larger

concern. Whether stakeholders see LIPs as a real solution with positive outcomes, or whether they see it as a distraction from the need for more direct service provision and increased funding, is an issue that needs to be explored in immigration policy. LIPs and networked connections have been promoted as a solution for the immigration settlement sector, but empirical data is lacking on whether stakeholders across Canada feel that LIPs are the best solution for their communities.

### Local Immigration Partnerships in Practice

Comparisons between municipalities of a similar size, demographic population, and economic situation can be used to guide policies and systems. Looking at one municipal network exposes successes and weaknesses in the way that organizations, businesses, and government offices help newcomers to integrate. Calgary's LIP and the LIP in Timmins, Ontario are relevant to this study of Lloydminster. Here, brief overviews of these LIPs are provided, and in the next chapter, they will be referred to regarding the case study. The purpose of LIPs is to address unique local issues and to improve the immigration services network in each community. It is important to research existing municipal immigration networks in oil-rich rural prairie cities before suggesting that they pursue LIPs, as different factors create different challenges.

Thus far, the only functioning Local Immigration Partnerships in Alberta are Bow Valley, and Calgary - both of which are in Southern Alberta (P2P, 2014: Prairies). Calgary has nearly 1.2 million residents (Schmidt, C., 2014) and is less comparable to Lloydminster because of this, however; their LIP is more significant to discuss than the Bow Valley LIP because it has a larger and more varied partnership council, as well as an established "immigrant advisory table"

(Calgary Local Immigration Partnership, 2013). The economic boom in Bow Valley is related to tourism, and hotels play an important role in the partnership (Bow Valley Immigration Partnership, 2014). Calgary's economic boom is rooted in the resource industry, as is Lloydminster's. Also, the Bow Valley LIP is in its early stages, whereas Calgary's LIP, "CLIP," was started in 2011 (2013: Knowledge Centre) and is therefore more developed.

Over 28% of Calgarians are either "foreign born" or "non-permanent residents" (Calgary Local Immigration Partnership, 2014: 1) and immigration is expected to increase based on predicated job vacancies (Calgary Local Immigration Partnership, 2013). A LIP provides an atmosphere in which a wide range of actors can contribute to creating a strategy for the present, as well as a strategy to prepare for future growth. In 2014, CLIP released its "Strategic Plan for a Welcoming City." In this report, CLIP prioritizes: "meaningful employment," the creation of social capital, and the inclusion of these two ideas in the plans of each partner organization (Calgary Local Immigration Partnership, 2014: 1). While the goals are broad, they provide a sense of direction for the partners.

CLIP has a diverse partnership council of twenty members that includes government employees, a mental health representative, the Chief of Police, education representatives, the Executive Director of the Petroleum HR Council, amongst others (Calgary Local Immigration Partnership, 2013: Members). There are many community actors, who are relevant to the growing number of newcomers living in the city. Bringing together diverse actors, and including an "advisory table" of newcomers, as Calgary has done, creates the potential to thoroughly address integration issues, and the precarious situations that temporary foreign workers often work in.

Timmins, Ontario is much smaller than Calgary - 45,000 people, and the economy is driven

by resource extraction (gold mining) (Timmins, 2014: Industry). The city has a separate website for the Timmins Economic Development Corporation. In 2009, the city gained a Local Immigration Partnership, and has since put together an impressive, informative website for newcomers to Timmins (Timmins Immigration, 2010: Timmins Local Immigration Partnership). The LIP posted a report of its achievements during “Phase 1,” which includes; preparing to open a settlement centre, creating English as a Second Language (ESL) and French as a Second Language FSL programs, engaging employers through an “employer’s council sub-committee,” and other endeavours (Timmins Immigration, 2010).

Even though LIPs are having positive impacts on communities, it is essential to note that they are not a cure-all solution. While the website for Timmins’ LIP is impressive in the sense that it provides valuable information to newcomers and a clear list of goals and achievements of the LIP, the website copyright states “2010” (while some of the webpages refer to 2011), and does not have updated information about additional phases of the project. The Timmins and District Multicultural Centre has their own website, which confirms that the Centre still exists and that they have recently moved into a new office (2014). A news article written by the Timmins and District Multicultural Centre confirms that the LIP Coordinator is now employed at the Centre (2014: Multicultural Centre Offers Immigrant Services), and a web-directory explains that the LIP is now run from within the Centre (211 Ontario North: 2014). From looking at the surface information about Timmins’ LIP, it is crucial that any immigration initiative provides up-to-date information, as not to confuse newcomers, locals, organizations, and other interested parties. While it is concerning that the initial fanfare of a Local Immigration Partnership may dissipate over the years, it is also promising that the Multicultural Centre is still operating.

## Conclusion

This chapter argued that the quality of settlement services, and the issues that newcomers face, vary by geographic region, and a development strategy that recognizes this is needed. The case studies on British Columbia, Australia and Northern Ireland highlighted the worth of case-study research, as geography, community size, and other localized factors can determine how an area experiences immigration. The solutions produced through the Metropolis Project have pointed to municipalities as agents of change, and have identified a need for more investment on local network coordination by the federal government. This mirrors broader arguments in the public policy literature about the value of procedural instruments in this type of policy setting. The Government of Canada has taken academic research into account when developing the Local Immigration Partnership (LIP) program (Duvieusart-Dery, 2013). LIPs engage relevant municipal actors in an organic, community-focused manner. These partnerships are viewed as the way to improve the quality of settlement services in both rural areas and urban centres; rural areas in particular will benefit, as they have typically lacked sufficient immigration strategies in the past. These claims about the benefits of LIPs are part of the larger assumption that coordination of current stakeholders and services can make a community more “welcoming.” This project aims to test the applicability and usefulness of the program through an examination of Lloydminster, a community with immigration challenges, but no LIP.

### **CHAPTER 3: CASE STUDY & RESEARCH DESIGN**

The purpose of this case study is to examine how a rurally located, economically booming, small Western Canadian city has dealt with increased immigration over the past decade, and to explore whether creating a Local Immigration Partnership (LIP) could improve the current situation. The federal government's LIP program is expanding from Ontario to other areas of Canada, and based on the literature discussed in Chapter 2, many believe that LIPs have the potential to meet the unique needs of Canadian communities. This case study is on Lloydminster, Alberta/Saskatchewan, and will delve into both the city's history and the current state of the city's immigration sector, in order to gauge if a LIP would address Lloydminster's challenges. As the Local Immigration Partnership program moves west, this in-depth community case-study could be used by Lloydminster (and by similar communities) to better understand how a LIP could meet municipal or regional needs.

#### **Lloydminster, Alberta/Saskatchewan**

Lloydminster is a small Western Canadian municipality of 31,000 people, located on the Alberta/Saskatchewan border (Saskatchewan Immigration, 2014). While aboriginal peoples have lived on the prairies for 11,000 years, the community of Lloydminster was settled by English immigrants beginning in 1903. Though the community could also benefit from an academic study of aboriginal and non-aboriginal relations, this thesis project will focus on the issues caused by recent immigration. Lloydminster is unique, in the fact that it is provincially divided between Alberta and Saskatchewan, yet has a cohesive municipal government. With the

surrounding towns and rural areas included, the population tops 125,000 people (Canadian Business Journal, 2011). The oil-rich farmland surrounding Lloydminster has created a thriving local economy – the heavy-oil upgrader alone produces “82,000 barrels of oil per day” (Lloydminster Economic Development Corporation, 2014: “Lloydminster Advantage”). The municipal government proudly encourages business in the city: there are no business taxes, the city has adopted Alberta’s lack of provincial sales tax, and Lloydminster is consistently ranked as one of the top entrepreneurial cities in Canada (Lloydminster Economic Development Corporation, 2014: “Lloydminster Advantage”). The Lloydminster Economic Development Corporation was created during business-minded (former) mayor, Jeff Mulligan’s time in office (Canadian Business Journal, 2011: City of Lloydminster).

The downsides to recent economic growth include “transient young adults,” “drug related crime,” unaffordable housing, and constant job vacancies (Stolte, 2012). Other Western-Canadian communities, such as Grande Prairie and Fort McMurray are in a similar situation. These locations tend to have the most job vacancies in positions that require a low-skilled workforce (i.e.: the fast food and hospitality industries), or positions that require highly skilled applicants (i.e.: the auto-repair and oil industries). These vacant positions have attracted an increasing number of newcomers to the community from both elsewhere in Canada and abroad (Woo-Paw, 2011: 1-7). The 2013 City of Lloydminster Census reported that 7% of the population is made up of immigrants, and another 1% are “non-permanent residents” (2014, Neighbourhood Profiles). In 1996, Statistics Canada reported that 4.2% of Lloydminster residents were immigrants; this number dropped to 3.7% in 2001, and 3.0% in 2006 (2010: Selected Trend Data for Lloydminster). The percentage of newcomers from other countries more



than doubled between 2006 and 2013 (to 8%), according to the results of the Lloydminster Census. Businesses are actively recruiting newcomers abroad to keep up with demands.<sup>1</sup>

### **Economic Immigration and Strained Services**

The economy is booming and newcomers tend to move to Lloydminster for work, and because of this, there is a widespread focus on attracting and retaining immigrants in the region. However, it is clear that integration and settlement in a “welcoming community” cannot be achieved from simply having a comfortable income; integration on a social level is also needed. Non-governmental settlement service organizations specialize in assisting refugees and immigrants. These Service Provider Organizations (SPOs) are not alone in the work that they do; a range of other public and private actors work directly with refugees, immigrants, international students, and foreign workers at an institutional level. McAreavy’s research on Northern Ireland indicates that fast paced immigration creates circumstances in which organizations cannot meet the needs of newcomers (2012: 498-499). The fast-paced economic growth in Lloydminster means that the actors who work with newcomers may not have the capacity and knowledge to cohesively assist these clients.

Another potential issue identified by McAreavy is the negative attitudes that people in Northern Ireland often have towards newcomers (McAreavy, 2012: 489). Canada is, in general, welcoming of newcomers but certain populations are often undereducated about immigration, and attitudes of exclusion are also present (Clark, 2009: 16-18). It remains unclear how the

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<sup>1</sup> It should be noted that Lloydminster is my home community. While I have considerable knowledge of the community and the sector, I have lived away for five years. This allows for a balanced insider/outsider perspective.

October 2014 terrorist attacks in Ottawa and Montreal (Mandel, 2014) will affect Canadian attitudes in the long-term. The home-grown terrorists subscribed to Islam (Mandel, 2014), and the mosque in Cold Lake (near Lloydminster) was defaced with slogans such as “Go Home” on the day after the attack in Ottawa (Lozinski and Seraphim, 2014). Other residents of Cold Lake cleaned up the graffiti and replaced it with welcoming signs, an act supported by many Canadians via social media (Lozinski and Seraphim, 2014). While individuals may have hateful attitudes towards newcomers, this (and similar incidents) are isolated and do not likely reflect the views of most Western Canadians. The view that newcomers are an economic necessity in a booming community can alleviate cultural tensions. In asking survey participants about the immigration challenges in Lloydminster, the questionnaire sought to identify the role that negative attitudes play in the city.

According to Taylor-Neumann & Balasingam, geographic areas experience different immigration challenges (2013: 163). In her research, Clark considers the ethnic networks that exist in larger centres a positive aspect of big city life (2009: 16). Rural areas may not have these ethnic networks, and newcomers may rely even more on formal institutions for settlement needs. In their day-to-day activities in the community, newcomers rely on a range of individuals and groups, just as locals do. However, language barriers and unfamiliarity with culture and standard operating procedures put newcomers at a disadvantage (Clark, 2009: 16-17). For example, information about obtaining a driver’s licence or a provincial health card may be miscommunicated. English language difficulties might prevent newcomers from understanding how to apply for these documents, and unfamiliarity with specific laws may cause service providers to give newcomers the wrong information. Another example is that teachers in a local school system might not know that an NGO has access to specialized English as an Additional

Language (EAL) tutors. In other cases, foreign workers might find it difficult to know where to go to launch a complaint about their employer. In rural areas, these newcomers are not often surrounded by a familiar and supportive cultural network in their struggles. As Walton-Roberts suggests, it is necessary for relevant organizations and government offices to be well connected, so that service provision in rural locations can better meet the needs of newcomers (2005: 12). In Taylor-Neumann & Balasingam's research on the rural community of Murray Bridge, they found that the secondary migrants in their study were able to thrive in a rural community because they had lived in a larger city first (Taylor-Neumann & Balasingam, 2013: 172). In Lloydminster, newcomers are often recruited for positions while still in their home countries. This might create a greater need for comprehensive settlement services in Lloydminster. For these reasons, it is important to assess the vibrancy of municipal networks in rurally located, economically booming, small Western Canadian cities, and to find ways to identify and overcome specific settlement challenges.

The influx of economic immigrants in Lloydminster is partially linked to the Temporary Foreign Worker (TFW) Program. While it is crucial for the CIC to reform the TFW Program, the recent changes have impacted Western Canada differently than other areas of the country. In late April 2014, the TFW program was briefly suspended for the fast-food industry, in order to reform the often abused system (Curry & Giovannetti, 2014). In late June 2014, Cabinet Minister Jason Kenney announced the phasing out of low-wage temporary foreign worker jobs (Milewski, 2014). These developments are controversial, especially in Alberta, where a number of businesses rely on the Temporary Foreign Worker program to function (Gerson, 2014). In an article about Lloydminster, business owners and TFWs expressed their concern with the federal government target of no more than 10% of TFW employees in each company (Wood, 2014).

This change would greatly impact both employees and employers in Lloydminster's service industry.

It has been argued that the TFW program is unsustainable (Woo-Paw, 2011: 2), creates social hierarchies (Alberta Federation of Labour, 2013), and creates potentially dangerous situations for the workers (Woo-Paw, 2011: 17-18). All of these concerns are valid, and require government reform. In October 2014, Prime Minister, Stephen Harper took the position that the TFW program has been abused and that workers should have a clearer "path to citizenship" (The Huffington Post Canada, 2014: Stephen Harper: Temporary Foreign Worker Program has Been Abused). In the past, Harper was an advocate for the program. As reforms are put into place, the situation of workers should improve; better connections between community actors (i.e.: through LIPs) can potentially create local-level solutions to improve some of the integration issues. This thesis is focused on the network that supports newcomer settlement, rather than on the larger questions of whether or not the TFW program should exist and to what extent.

Lloydminster, Alberta/Saskatchewan is being examined as a case-study site, in order to better understand how a network of immigration actors develops without the federal government's guidance, and if the existing network should be strengthened more formally through the LIP program. While the purpose of this research is not to assess Lloydminster as a "welcoming community," it is useful to keep this overarching goal in mind. The research assesses Esses et al.'s characteristic number six in Lloydminster - "Links between Main Actors Working toward Welcoming Communities" (2010: 6). The qualitative assessment of the connections between the relevant community actors could be the basis of further research on Lloydminster as a "welcoming community." It is compulsory to identify structures in Lloydminster that may already be connecting civil society actors with one another, and with the private sector, before

making suggestions for the future.

Lloydminster's small-town feel is an opportunity for actors to create meaningful change and to improve the city based on the 17 characteristics identified by Esses et al. If Lloydminster was to proceed with a LIP, a more detailed analysis of Calgary's Local Immigration Partnership would be useful; though Lloydminster has only 31,000 people (Saskatchewan Immigration, 2014), the city has the potential to have a similar partnership council in size and in the diversity of its members. In Chapter 2, Steinbach, Manitoba's immigration sector was identified as a model for other communities. While Lloydminster is larger than Steinbach, it is important to remember that many of Lloydminster's newcomers are from developing countries (NorQuest College, 2014: Lloydminster) and are temporary workers. While these case studies both take place in rural locations, the TFW program might mean that Lloydminster struggles more than Steinbach does with integration. The ethnic similarities between Manitoba's settlers of the early 1900s and the new immigrants could make integration easier in Steinbach than in Lloydminster. The Timmins, Ontario LIP produced a new settlement services centre, but has not provided updated information on the progress of the LIP. Lloydminster has an advantage over Timmins in this area, as it already has a settlement organization and a literacy organization committed to providing language classes. A LIP in Lloydminster could build on these existing institutions and on the relationships between potential partners, to improve a system that is already working on a basic level.

This project looks at the current and past relationships between relevant community actors. Here, a list of relevant immigration actors in Lloydminster is provided. While the vast majority of these actors deal with the general population, the organizations all play a role, or have the potential to play a role, in newcomer settlement. This list does not cover all actors, but the most

important organizations were identified. The following list uses a general name for each organization, and the analysis section will contain only the names and organizational biographies of the ones that participated.

<b>Table 1: Actors Surveyed in Lloydminster (Settlement Services Sector)</b>	
<b><i>Sector</i></b>	<b><i>Type of Actors</i></b>
<b>Government</b>	Members of Parliament (MPs) Employment branches of the provincial government Members of the Legislative Assembly (MLAs) The municipal government
<b>Non-Profit Organizations</b>	Primary Settlement SPO [Service Provider Organization] Adult literacy organization Library Business connections organization Family support organization Shelter for women and children Shelter for men Youth organization Business development organization Non-profit fundraising organization Sexual violence awareness organization
<b>Educational Organizations</b>	Local school division Local religious school division College
<b>Private Sector</b>	Immigration consulting firm Two restaurants Grocery store Car dealership
<b>Health System</b>	Provincially funded health systems
<b>Religious and Ethno-cultural Organizations</b>	Three religious places of worship Cultural group
<b>News Media</b>	TV & radio broadcasting company Two local newspapers
<b>Law Enforcement</b>	Police

## Research Design

As the LIP program expands from Ontario to the rest of Canada; it is useful to assess the need for the program in different regional contexts. This thesis will test the applicability of the LIP program in a case-study of Lloydminster, Alberta/Saskatchewan by answering the following questions:

1. How connected are the relevant community actors on immigration issues?
2. Is this system providing adequate services to newcomers, and would strengthening it help newcomers thrive?

More broadly, this case study tests the basic claim that municipal settlement services can be improved through procedural instruments – can a greater government role in connecting the various actors in the form of Local Immigration Partnerships actually improve policy outcomes?

To determine if Lloydminster would benefit from a Local Immigration Partnership, a comparison of the sector in the past and in the present is needed before future solutions are discussed. The term “relevant community actors” is used throughout this project, and is defined using the CIC’s list of potential LIP participants: “Local civil society organizations...municipal representatives...provincial/territorial representatives...federal representatives...labour market actors...umbrella organizations...media...(and) local and regional research bodies” (2011: 12). In Lloydminster, thirty-seven relevant community actors were identified.

The role of these organizations and their level of engagement in immigration issues were examined through a long-answer questionnaire. Written responses allowed the participants to collect their thoughts and to give concise answers that could be easily analyzed. For the recruitment of participants, each organization was contacted separately through email (or by

telephone, if an email address was not available). While some email messages were directed at specific employees who were most likely to have knowledge about immigration in Lloydminster, the message stated that the person (or people) with the most knowledge about local newcomer issues should fill out the questionnaire.

The initial recruitment email consisted of: a letter that briefly outlined and explained the purpose of the project, an attached consent form (created using the Memorial University Interdisciplinary Committee on Ethics in Human Research [IECHR] standards), and the questionnaire. Participants were encouraged to contact either the researcher or the supervisor, Dr. Russell Alan Williams, for clarification on any aspect of the study.

The development of the questionnaire was guided by the research questions, and was split into five sections: 1. Demographic Information, 2. The Past, 3. The Present, 4. The Future, and 5. Other Comments. Respondents were given a list of the types of organizations to consider in their answers, as a more specific list might overlook relevant organizations. Additionally, the questionnaire included a working definition of “newcomers.” For the purposes of this research project, newcomers are defined as “individuals living in Lloydminster who were born in a country other than Canada and who did not have Canadian citizenship at birth.”

In the first section, “Demographic Information,” respondents were asked for the name of their organization, the date it was established, how long the organization has worked with newcomers, and in what ways the organization works with newcomers. This information provided a starting point for the remainder of the questionnaire. It took in basic information, and encouraged the respondents to think about how their specific organization is related to immigration. Since individual participants are not identified in the results, personal questions about how long they have been employed at their organization or how long they have lived in Lloydminster were not



asked. However, some of the respondents voluntarily gave this information, as they did not feel qualified to answer certain questions based on their limited experience in the sector or the city.

Section 2, focused on “The Past,” defined as 1996-2006. The chosen time period is based on immigration census data. The percentage of newcomers in Lloydminster doubled between 2006 (Statistics Canada, 2010: Selected Trend Data for Lloydminster) and 2013 to 8% (City of Lloydminster, 2014, Neighbourhood Profiles). It is critical to know how services were delivered in the past, and this can be done by looking at the decade prior to the spike in immigration. The questions on the survey sought to find: how adequate the services for newcomers were in the past (1996-2006), how strong the connections between organizations were in the past (1996-2006), and how the respondents’ organizational connection to newcomers has changed since 2006 (when immigration began to spike).

Section 3 “The Present,” was designed to find how connected the relevant actors currently are with one another, and whether or not the services available to newcomers are adequate. This section included questions about the participants' professional connections with non-profit organizations, government offices, businesses, health care institutions, religious & ethno-cultural organizations, law enforcement offices, educational institutions, and media sources on immigration issues. Each of the questions in “Part A” of Section 3 are worded the same way “Which \_\_\_\_\_ (i.e. businesses) do you connect with on immigration issues, and in what ways?” Next, the survey asked whether the relationships that the participants have identified provide adequate services to newcomers, and then asked in what ways the relationships are lacking. Finally, in Section 3, participants were asked to think more generally about other relevant actors' work in the community and to identify successes and challenges in settlement and integration in Lloydminster. The structure and progression of the questions in Section 3 provided an accurate

picture of the current situation; once the participants identified relationships, they were asked whether or not these relationships were working, and about how other organizations interact with each other.

Section 4, “The Future,” sought to identify whether or not the relevant actors think that a Local Immigration Partnership could work in Lloydminster. First in this section of the survey, participants were asked if they thought that the informal network of community actors in Lloydminster’s immigration sector should be strengthened. Next, the survey asked whether or not the respondents were familiar with Local Immigration Partnerships. Aware that most would not be, a definition (created by the researcher) was included: Local Immigration Partnerships (LIPs) are a formal solution to the disconnectedness that community organizations, government, and other relevant actors often experience in the immigration sector. Through Citizenship and Immigration Canada funding, organizations in a geographic area can set up a LIP partnership council that builds on and strengthens existing institutional relationships.

Following the definition, the survey asked the question: “Do you think that a Local Immigration Partnership would be applicable to Lloydminster’s immigration sector? Why or why not?” All of the previous questions led up to this question. The placement of this question allowed the respondents to reflect on the ways that newcomers integrate in Lloydminster before providing an answer. Unless the respondents read over the entire questionnaire first, they would have answered all of the earlier questions without thinking about LIPs as a proposed solution. Introducing this option at the end, hopefully, caused the respondents to provide a more knowledgeable perspective.

The last section of the questionnaire asked for additional comments. Some of the respondents used the section to provide useful observations that the questions did not directly deal with. The

results of this research will not only be published as a thesis, but also in a condensed document for the participants in Lloydminster. It should be noted that Local Immigration Partnerships also include newcomer representatives. Newcomers to Canada were not included as survey respondents (unless an employee who answered the questionnaire happens to be a newcomer). This is because recruiting newcomers to participate from the other side of the country would have been difficult. Also, asking newcomers to critique the organizations that they rely on could put them in a vulnerable position. Since this research is institutionally focused, the necessary information can be identified through asking only the institutional actors to contribute. If the community were to pursue a LIP, or a similar initiative, it would be vital to include newcomers in the process.

## Conclusion

This chapter outlined the case study on Lloydminster, Alberta/Saskatchewan, and explained the research design. The goal of this research is to test how useful Local Immigration Partnerships are for rurally located, economically booming, small Western Canadian cities, by analyzing the ways that Lloydminster's immigration sector is succeeding and the ways that it is struggling to provide services. The questionnaire that was sent to thirty-seven relevant community actors, and looked at the past, present, and future of immigration in Lloydminster. The questions aimed to identify whether the participants perceived network coordination as a major problem. The next chapter will analyze the questionnaire responses, and will include recommendations for the community.

## **CHAPTER 4: ANALYSIS OF RESULTS**

In this chapter, the results of the questionnaire are analyzed with references to the secondary literature described in Chapter 2. The questionnaire was designed to answer the following questions: How connected are community actors on immigration issues? And, is this system providing adequate services to newcomers, or should it be formally strengthened to help newcomers thrive? The literature supporting LIPs suggests that these partnerships are the ideal solution for network coordination issues in communities across Canada. This case study examines whether relevant organizations believe that formally strengthening their network is a positive solution to the immigration challenges in Lloydminster. The research tests the claim that municipal settlement networks in rurally located, economically booming, small Western Canadian cities can be improved with a greater government role in connecting the various actors in the form of Local Immigration Partnerships (LIPs).

The survey has found that, while the network is becoming stronger as more newcomers arrive, it lacks sufficient organization, and could benefit from a Local Immigration Partnership. Lloydminster's relevant actors have increased their connections with one another as immigration has increased, and service provision has improved out of necessity. Organizations that specialize in newcomer issues are better connected than it appears from looking at secondary sources only, however organizations on the periphery (that deal with newcomers on a less-regular basis) lack connections and lack knowledge about the sector. The LIP model would be ideal for Lloydminster, as the core organizations (CSS Gateway, the Learning Council, the City of Lloydminster, and the educational institutions) already network regularly on newcomer issues.

Drawing on CIC funding to form a LIP would help to bring in relevant actors who are currently on the periphery, and would enhance relationships that are already working. Biographies of the participating organizations can be found in Appendix A.

<b>Table 2: Survey Respondents</b>	
<b><i>Sector</i></b>	<b><i>Participating Organizations</i></b>
<b>Government Offices</b>	Office of Gerry Ritz - Member of Parliament (MP) Office of Colleen Young - Member of the Legislative Assembly (MLA) City of Lloydminster
<b>Non-Profit Organizations</b>	Catholic Social Services (CSS) “Lloydminster Gateway for Newcomers” Lloydminster Chamber of Commerce Lloydminster Interval Home (Shelter for women and children) Lloydminster Learning Council Association (LLCA) Lloydminster Men’s Shelter Lloydminster Economic Development Corporation (LEDC) Lloydminster & District United Way
<b>Educational Organizations</b>	Lloydminster Catholic School Division (LCSD) Lakeland College (Lloydminster Campus)
<b>Private Sector</b>	No participants
<b>Health System</b>	No participants
<b>Religious and Ethno-cultural Organizations</b>	St. Anthony’s Catholic Church
<b>News Media</b>	No participants
<b>Law Enforcement</b>	No participants

## **The Past 1996-2006**

Before looking at the current situation in Lloydminster’s settlement sector, it was first necessary to examine how the network has developed over time, and if the available services have been enhanced to meet growing immigration needs in the community. “The Past,” is defined as 1996-2006 for the purposes of this research project. As explained in previous chapters, Statistics Canada reported that 4.2% of Lloydminster residents were immigrants in

1996; this number dropped to 3.7% in 2001, and 3.0% in 2006 (2010: Selected Trend Data for Lloydminster). The percentage of newcomers from other countries more than doubled between 2006 and 2013 (to 8%), according to the Lloydminster Census. This is directly related to the oil boom, as Statistics Canada reported a 19% jump in revenue for Alberta between 2005 and 2006 (Website, 2008). It is useful to compare a period of low immigration with a period of intensified immigration because it will show how the network has changed over time.

The results of the questionnaire show that the network of relevant community actors is becoming stronger as more newcomers arrive. The questionnaire inquired about both the adequacy of the institutional supports for newcomers between 1996 and 2006, and how connected the relevant community actors were whilst providing these supports. The wording of questions did not suggest to participants that low immigration rates would equal a lack of adequate service provision, but three of the thirteen respondents made this correlation in their responses. For example, one respondent wrote that, “Since there were fewer immigrants in the aforementioned time period, there were fewer resources available.” Another respondent noted that, in the past, immigrants were more likely to settle in large centres with members of their own ethnic community. In Natasha Clark’s immigration study, she explains that having an ethnic network is generally helpful for newcomers (2009: 16). Between 1996 and 2006, Lloydminster lacked adequate institutional supports for newcomers and also lacked large ethnic networks that help with settlement in bigger cities. According to one of the respondents with knowledge of the local school system, the system did what it could at a division level. However, the respondent from the Lloydminster Catholic School Division reported that help for EAL students was provided on only a classroom-to-classroom basis in the past.

CSS Gateway was not yet in existence between 1996 and 2006, and newcomers often went to

the Lloydminster Learning Council Association with their immigration questions, even though the LLCA's mandate is lifelong learning. A respondent from another organization wrote that, "I don't believe we did as good a job as we needed to, to ensure that newcomers were given the knowledge that they needed to integrate into the community." While one respondent said that the level of support was "satisfactory," another said that, "Lloydminster lacked in adequate services for newcomers" in the past. None of the respondents reported that the community was excelling at serving its small (3%-4.2%) newcomer population between 1996 and 2006. However, St. Anthony's Parish reported that they have provided consistent support to newcomers over time, as the church community has the tendency to welcome anyone who attends the church, and to meet the needs of those who struggle. It is possible that informally organized, small ethnic communities also played a similar role in the past. While one ethnic organization and three other religious organizations were sent the questionnaire, St. Anthony's Parish was the one to respond.

The relevant community actors were not well-connected between 1996 and 2006. The small percentage of newcomers in Lloydminster meant that immigration was not an issue that the actors prioritized as an area to connect on and to share information about. "There were some organizations like the Learning Council who were providing English language classes who had more contact with newcomers, but for the most part there was not a formalized partnership between organizations that was of benefit to newcomers," wrote one respondent. The Learning Council representative said that, while connections were lacking, immigration issues were discussed at interagency meetings, organized by the Learning Council. In the past, when companies brought temporary foreign workers to Lloydminster, employers were unaware of which organizations could help their new employees. The upcoming sections of this chapter will further explore this issue. Since CSS Gateway did not exist at this time, organizations were

receiving their information elsewhere. For example, the Interval Home would connect with the police and government offices, such as social services, regarding their newcomer clients. Since the spike in immigration, “organizations have had to interconnect out of necessity to meet the newcomers’ needs” (participant quote). As Walton-Roberts found in her study, small and medium sized communities are capable of creating environments for newcomers to thrive within (2005: 12).

## The Present

In general, the organizations report that the help available to newcomers in Lloydminster is increasing. Since 2006, there have been numerous positive changes in both the quality/quantity of services, and the connectivity of relevant community actors. In 2007, the Community Supports for Immigration (CSI) committee was established (Meridian Booster, 2007). The “committee’s purpose is to attract, welcome, and foster long-term support within the community for immigrants and other newcomers” (Meridian Booster, 2007), and was mentioned by a few of the respondents. There is very little information about the CSI committee available to the public, and from what can be gathered through the questionnaire responses, the City of Lloydminster is a current member, as are representatives from the provincial governments, the Learning Council, CSS Gateway, and the library. The City of Lloydminster representative wrote that, “It has been a positive partnership and resulted in increased awareness of community issues, and partnership events, such as the multicultural event at Canada Day.” The inclusion of municipal governments in immigration networks is considered to be a best practice by the CIC (2014: 12). One of the other respondents wrote that they had requested to join the CSI committee near the beginning,



and were denied this request. However, it is unclear whether the respondent's employer denied this request, or if the committee denied it for a specific reason. The respondent was unsure whether or not the committee was still in existence.

The CSI committee was instrumental in forming the Gateway (managed by Catholic Social Services) to help newcomers in Lloydminster. In 2010, the services, funded through a Saskatchewan government program, became available (Crawford, 2010). Having a primary settlement SPO that specializes in immigration issues is integral to the future of Lloydminster as a community that includes newcomers. Nine of twelve organizations surveyed reported that they now have a relationship with this organization. The Men's Shelter, for example, only recently became aware of the information services offered by the Gateway. Not only does this SPO provide immigration support, but it organizes multicultural events, such as community potlucks. However, some of the survey respondents indicated that the Gateway could do more. It is suggested that the SPO's services could be better advertised, and that restrictions linked to funding prevent the organization from reaching its full potential as a service provider.

While the CSI committee focuses solely on immigration, there are numerous other ways that this sector connects (not solely on immigration issues). Inter-agency meetings and annual general meetings create opportunities for the discussion of immigration issues. Due to increased immigration, and discussion about the topic, new initiatives have been created. For example, the City of Lloydminster, "increased staff resources focused on Cultural/Social Services (2012) to better work with our community partners." The Interval Home's outreach work through their public educator is partially directed towards newcomers, and the Catholic School Division has a Family Service Liaison Worker. The Learning Council now creates special English language programming for foreign workers so that students learn English skills that are beneficial at work.

Walton-Roberts suggests that small and medium-sized communities can successfully support newcomers through adequate service provision, so that the newcomers do not have to seek support in hub cities (2005: 27-28). Innovative programming that serves the community's unique needs (i.e.: workplace English classes) increases Lloydminster's ability to welcome newcomers.

Respondents were asked about their current organizational relationships with other relevant community actors including: 1) Government, 2) Non-Profits, 3) Educational Institutions, 4) Businesses, 5) The Health Care System, 6) Religious and Ethno-Cultural Organizations, 7) Media Sources, and 8) Law Enforcement. The purpose of these questions was to better understand how the actors are currently working together, and to identify which connections could be drawn upon for a more formalized initiative, like a LIP. It should be noted, that in comparison with the other relevant community actors, the United Way, St. Anthony's Parish, and the office of MP Gerry Ritz had fewer organizational connections on immigration issues. This is because the United Way works in a funding capacity only and parishioners at St. Anthony's tend to provide support to newcomer families. Also, the office of MP Gerry Ritz (located in North Battleford) typically responds to specific immigration questions, rather than maintaining regular relations on this topic.

#### **a) Government**

Walton-Roberts' research finds that it is crucial for municipal immigration strategies to coordinate with all three levels of government (2005: 12). Citizenship & Immigration Canada and the provincial-level employment and education offices were mentioned by multiple respondents. This is not surprising, as the economy is the driving force of immigration in Lloydminster, and newcomers and their children often require additional skills, such as enhanced

English proficiency. Other respondents mentioned Service Canada, social services, MP and MLA offices, and the federal and provincial immigration ministers specifically. CSS Gateway in Lloydminster receives CIC funding, and some respondents included them as a government office, rather than a non-profit. However, they are a Service Provider Organization that delivers government programs, rather than a branch of the government. While it is clear from other questions that the municipal government connects with the organizations surveyed, only one organization identified this relationship. The absence of this relationship being listed could indicate that the municipal government needs a stronger presence on immigration issues.

#### **b) Non-Profit Organizations**

Taylor-Neumann & Balasingam's research on Murray Bridge, Australia suggests that secondary migrants have an easier time adapting to a new community, and may require fewer integration services (2013: 172). However, as stated earlier, Lloydminster is often the first Canadian location that newcomers experience. Non-profits tend to provide more guidance to newly arrived immigrants than to immigrants who have lived in Canada for years. Since Lloydminster is not a metropolitan area, non-profits in the community tend to be aware of each other, and tend to have relationships on a variety of topics, including immigration. Both CSS Gateway and the Lloydminster Learning Council Association (LLCA) have relationships with multiple actors surveyed. These two organizations have taken the lead on newcomer issues; however a variety of other non-profits were mentioned by respondents. These include; family-related organizations, business support groups, a drug and alcohol rehabilitation centre, the library, the sexual violence non-profit, a youth organization, and the shelters. Most of the respondents only listed a few non-profits, and some neglected to mention relationships that others claim to exist. If a Local

Immigration Partnership were created, each of these non-profits would have a more concrete idea of which actors they network with.

### **c) Educational Institutions**

Lakeland College, the local school division, the Lloydminster Catholic School Division (LCSD), and the Learning Council were the typical answers given by respondents. While the Learning Council is a non-profit organization, its concentration on adult education puts it into both categories. Lakeland College also connects with other post-secondary institutions in Alberta, and the LCSD is working with the College to make it easier for EAL students to transition from high-school to college. The Lloydminster Economic Development Corporation (LEDC) mentioned the “Regional Access Advisory Council” or RAAC, which is organized by Lakeland College. The LEDC respondent explained that the, “council provides the college with feedback and information on how to best serve the community in a scope beyond that of a typical post-secondary full-time or part-time student. This will include information regarding language and other training, which may assist new immigrants in better orientating to Lloydminster.” In addition to the local educational institutions, the LLCA connects with an ESL school in Edmonton and a regulating body for physicians.

### **d) Businesses**

This category is more broad than the others, as there are many businesses in Lloydminster, and any of them might employ or serve newcomers. While the Chamber of Commerce connects with many of its members on immigration issues, the Lloydminster Economic Development Corporation (LEDC) is occasionally approached by local businesses for immigration-support.

The immigration consultation and recruitment firm was also listed by some respondents. Banks, law offices, and real estate offices also play a role in helping newcomers to settle, and some of the relevant community actors end up networking with them on behalf of newcomers. As stated earlier in this chapter, the LLCA often creates English classes specifically for businesses that employ foreign workers. The Chamber and the LEDC both have the capacity to keep businesses informed about newcomer issues in the community.

#### **e) The Health System**

Since Lloydminster is governed by two provinces, health care services are funded by both a provincial health service (Alberta) and a regional health service (Saskatchewan). These were listed by multiple organizations in the survey responses. Additionally, the more hands-on organizations tend to have contact with hospitals, doctor or dentist offices, and pharmacies on their clients' behalf. Lloydminster's booming economy means that many of its doctors are foreign workers themselves.

#### **f) Religious and Ethno-Cultural Organizations**

The Lloydminster Gateway for Newcomers is based out of a religious organization (Catholic Social Services); however, the majority of respondents included it in the non-profit category, rather than in this category. The City of Lloydminster connects with all religious groups in the community. Newcomers from the Philippines, and from Sikh, Hindu, and Muslim backgrounds all have ethno-cultural or religious organizations within the city (some are more formal than others). One of the respondents has personal connections to a variety of religious and ethno-cultural groups through volunteer work, and is often invited to attend celebrations and

information events. An umbrella group of religious denominations is part of the network of organizations brought together by the LLCA for meetings.

#### **g) Media Sources**

According to the respondents who connect with the local media on immigration issues, the media is quite receptive to covering stories about newcomers. This includes two newspapers, two radio stations, and one television station. The City of Lloydminster respondent noted that the media often asks The City questions about immigration and about the impacts of the temporary foreign worker program. The Catholic School Division respondent mentioned that the media often attends multicultural events, and the LLCA has connected with the media to promote their classes/events. The respondent from the Men's Shelter stated that, "newcomers are a relatively new phenomena to our organization and we have spoken to various media regarding the increase of immigrants utilizing our services." Interestingly, seven out of thirteen organizations said that they do not connect with the media on immigration issues. This connection could be improved, since people in the community would benefit from being more aware of the services that local organizations provide to newcomers.

#### **h) Law Enforcement**

In addition to the police station in Lloydminster, law enforcement also includes the by-law office, and border security at a federal level. The shelters are more likely than the other non-profits to have regular contact with the police regarding newcomer issues. For example, the Interval Home and the police may work together to, "help a newcomer leave an abusive situation." Compared to the other categories of relative community actors, this one garnered the

least information from participating organizations.

The survey participants were asked to identify successes and challenges of the current newcomer-support system in Lloydminster. In their comprehensive explanation of a “welcoming community,” Esses et al. include “Links Between Main Actors Working Toward Welcoming Communities” (2010). They suggest that these links should be “holistic” rather than “vertical” (2010: 44), and the grassroots nature of Lloydminster’s network fits this criteria well - organizations attempt to solve issues as they arise. The network that currently exists between the organizations in Lloydminster is making it easier to refer newcomers to appropriate services. These relationships have improved significantly since 2006, and organizations are putting more resources into serving the growing population of newcomers. While rapid immigration has the potential to frustrate organizations that cannot keep up with the demand (McAreavy, 2012: 499), Lloydminster’s relevant community actors have improved their relations since 1996, and have worked to develop new partnerships and programs to serve the growing newcomer community. Esses et al. focus on “main actors,” and the Lloydminster case-study research found that while the main actors are connecting, actors on the periphery are often confused and lacking support for their clients. This is a key finding, as it is not uncommon for LIPs to include these secondary actors; one of the program’s goals is to “expand the number of diversity stakeholders” (CIC, 2011: 9).

The local media in Lloydminster is receptive to producing stories about newcomer issues and multicultural events, and the municipal government is taking an active role in supporting immigration through the CSI committee. CSS Gateway and the Lloydminster Learning Council Association are providing necessary information and language services. These services are

enhanced by partnerships with relevant community actors. For example, Lakeland College provides a space for the LLCA's English classes, free of charge, and the family-related non-profit partners with the LLCA to provide a facility with childcare for their women's English program. Other local organizations are making a sincere effort to assist newcomers who come to them with questions. For example, the Lloydminster Catholic School Division representative says that, "Through our organizations working together, we have the opportunity to provide our immigrant families with informational and hands-on workshops on a variety of issues that are important to them such as parenting, nutrition, resume writing, immunization clinics, and how to obtain necessary documents to name a few." The community is well-positioned for a more formal, inclusive partnership to address the challenges that it is facing.

In terms of challenges, Lloydminster's rapid growth has created an atmosphere with new problems and changing circumstances. Keeping up with Citizenship and Immigration Canada policies, along with the policies of *two* provincial governments is difficult for the relevant community actors. One participant pointed out that it is difficult to get answers from the federal government, and that MPs are more accessible than government offices. Also, it is difficult for the organizations to keep up with one another's changing policies; relevant community actors often adapt to government changes by altering their internal methods of operation. Relevant community actors on the periphery are lacking immigration knowledge, and lack awareness about the work that the main immigration actors are undertaking. It is important that the relevant community actors state clearly what they can and cannot provide so that referrals do not go to waste, and it is crucial that the actors connect regularly.

The LCSD's survey respondent explained that, "Another challenge we have encountered [is] the number of newcomer families who do not have their Health Cards and do not seek medical



attention because they believe that they have to pay for this service.” When organizations are able to identify situations that commonly confuse newcomers, they are able to correct misinformation on a larger scale. The Men’s Shelter has struggled to help their newcomer clients with legalities, and have only recently reached out and receive help. Newcomers, and relevant community actors, still struggle to obtain correct information, and as was suggested by some respondents, the services at CSS Gateway services could be enhanced.

The Chamber of Commerce respondent pointed out that there has not been a comprehensive study of newcomer needs in Lloydminster – a study that asks refugees, immigrants, international students, and foreign workers what they feel is lacking in the community. This is a key finding, since one of the goals of the Local Immigration Partnership program is, eventually, to have a Universal Needs Assessment available to communities (CIC, 2011: 9). The respondent from the Chamber is entirely correct to suggest using this approach to identify a course of action. A large barrier, which was brought up by multiple respondents, is that Lloydminster lacks a public transportation system. Relying on cabs is expensive for newcomers who cannot afford a car or do not qualify for a driver’s license, and employers often have to come up with transportation solutions for their foreign workers. The lack of public transportation is not only an issue for newcomers, but also for low-income residents, people with disabilities, the elderly, students, and other segments of the population.

The answers from the survey respondents indicate that the Lloydminster Learning Council is often required to go beyond their mandate (adult education) to ensure that their clients can successfully integrate into the community. The same is likely for other organizations, as caring staff and volunteers often go over and above expectations. One of the goals of the Local Immigration Partnership program is for community organizations to better identify which

services they specialize in (CIC, 2011: 9). A more formalized network would help to alleviate some of the extra work that is being done, as referrals would be easier.

The survey respondents did not mention “negative attitudes” as a community issue, as McAreavy found in her study of Northern Ireland (2012: 488-484). This is likely because, due to the economic boom, locals generally see the benefits of immigration. Also, as explained in the first chapter, Canadians have a historically positive relationship with newcomers. However, creating a more inclusive community that embraces cultural diversity is still a challenge. While Lloydminsterites are generally friendly to newcomers and realize that foreigners benefit the local economy, the facilitation of friendship bonds between locals and newcomers is a topic that the relevant community actors need to address. Multicultural events and potlucks organized by groups like CSS Gateway are one way that this goal is being pursued. However, language and cultural barriers make friendships more difficult to make, and when newcomers are only in Canada temporarily, there is less motivation to build lasting bonds on either side. These bonds are important for creating a community that newcomers feel they belong in.

One respondent brought up a common challenge faced by non-profits around the world, a challenge that is recognized by Esses et al. (2010: 45): competition. While the respondent was not sure if this is truly the case in Lloydminster, it is important for the relevant community actors to consider this when tackling issues together:

Somewhat from the outside looking in and as a member of our local non-profit community, I can say that in other matters and possibly this one, efforts and collaborations can sometimes be ineffective due to an inability or unwillingness to truly share (success, credit, information, resources, clients, etc.) and collaborate. Perhaps it is out of the structure of the non-profit world in which funding processes are often competitive, but it seems like we are not always able to get to the highest potential we hold. Being on the periphery, I cannot say for certain, but can note that it seems that is sometimes the case on other efforts (Participant

Quote).

Partnerships are essential to building a better community for newcomers in Lloydminster, and it is important to be aware of the ways in which competition could inhibit this. Working together on immigration issues has been proven to increase the “visibility and credibility” of the organizations that participate (CIC, 2014: 8).

## The Future

After asking the participants to identify the successes and challenges of serving newcomers in Lloydminster, the survey asked whether or not there is a need to enhance the informal network of relevant community actors. Responses were in favour of strengthening the network.

The majority of the respondents showed strong support for the creation of a LIP in the community. Nine out of thirteen answers were strongly in favour of having a more connected network. One representative said that, “Information sharing and interagency partnership [has] often been identified as an area that can benefit from improvement. There is always an opportunity to do better.” Another responded with, “Absolutely! We have the 3rd largest growth in immigrant population in Sask. And a community that needs foreign workers for business continuously growing and need to ensure they feel welcome [and] comfortable participating in community life.” A third said that, “There is definitely a need to strengthen our support network because it would definitely benefit our client base as well as provide us with a knowledge base that lets us be better able to aid our community.”

Two relevant community actors approached the topic more cautiously. One explained, “I

think we need to truly understand what newcomers need and we don't have those answers .. we are just guessing. We definitely want to keep our newcomers in the community so we need to find out what they need to retain them." The second organization said that, "The grassroots informal [system] is working well and is very caring. At the same time there needs to be more education with the system of who does what, gaps that need to be addressed, and what agencies are NOT allowed to do, how their referral system works, etc." While these approaches are more cautious, areas for improvement are identified, and the respondents are not opposed to a strengthening of ties between relevant community actors. Out of the remaining two respondents, one was confused about the definition of "informal" network, and the other appears to have overlooked the question.

Next, respondents were asked whether or not they were familiar with the term "Local Immigration Partnership." Ten of thirteen organizations answered "No" and out of the two who responded "Yes," one wrote that CSS Gateway was a LIP (which is not the case). One other organization did not provide an answer. They were then provided with a definition for Local Immigration Partnerships:

Local Immigration Partnerships (LIPs) are a formal solution to the disconnectedness that community organizations, government, and other relevant actors often experience in the immigration sector. Through Citizenship and Immigration Canada funding, organizations in a geographic area can set up a LIP partnership council that builds on and strengthens existing institutional relationships.

While this definition is brief, it familiarizes the respondents with the program before asking whether they think that this program is applicable to the immigration sector in Lloydminster. Most organizations were very receptive to this idea, however two commented that they would need more clarification before deciding if it is best for the community, and one did not respond at

all. Out of the organizations that did respond favourably, their comments included the suggestion; “It would be nice to have a city wide (both AB & SK) Immigration program so that all immigrants can receive services from one central location without having to worry about being in which province. It is so confusing for newcomers who don’t understand or really care about the darn border, they just need services.” Another stated that, “Yes. Lloydminster is a community whose growth is outpacing that of Canada’s and our two provinces. Much of that growth has come from new immigrants.” And a third respondent commented, “any funding opportunit[y] that assists newcomers is always welcome,” and a fourth said that they intend to bring up the possibility of applying for a LIP at an upcoming inter-organizational meeting.

From the survey responses, it is clear that pursuing a Local Immigration Partnership would be a useful step for the newcomer-serving organizations in Lloydminster. While there are formalized aspects of the current network (i.e.: The CSI Committee, inter-agency meetings), there are still many knowledge gaps, especially for organizations that do not specialize in immigration. A Local Immigration Partnership would have the ability to include a wide range of relevant community actors. LIPs are organized in a way that seeks information from all actors and attempts to put everyone on the same page through working groups and other networking opportunities. The fact that the City of Lloydminster is already engaged in immigration through the CSI committee is very positive. It is recommended that LIPs are initially started by the municipal government, along with a newcomer-focused organization. 70% of existing LIPs include a municipal government, and this is considered to be a best practice (CIC, 2014: 12). The funding that Citizenship and Immigration Canada provides for the creation of LIPs allows for the hiring of a coordinator, so that no organization is unfairly burdened by the network. This is an opportunity for the relevant community actors to work together, and this should, ideally, make

their jobs easier in the long term. LIPs are proven to increase the number of referrals between relevant community actors, and the accessibility of newcomer supports (CIC, 2014: 8-9).

Although no private sector representatives participated in this questionnaire, a Local Immigration Partnership would benefit private sector interests by helping newcomer employees integrate more seamlessly.

## Conclusion

Based on the research conducted in Lloydminster, pursuing a Local Immigration Partnership as soon as possible is a practical and straightforward solution. An application takes time to create, and the organizations seem to have good momentum and the capacity to successfully establish a formalized partnership. One of the respondents mentioned that the grassroots nature of the current system is working well. Local Immigration Partnerships are designed to build on, and to strengthen, unique, grassroots networks. The improvements over the past ten years in Lloydminster show a great deal of innovation by the relevant community actors, and this innovation can be taken to the next level. If the community had a LIP, organizations on the periphery would benefit from the connections, the bi-provincial rules and regulations would be better understood, and the organizations could work together to identify and address challenges by including newcomers in the planning process.

## CHAPTER 5: CONCLUSION

“The reality in the public service is too often over-lapping mandates, unclear roles, fuzzy responsibilities, and shared accountability.”

Kevin Lynch, Clerk of the Privy Council (2006)

Throughout the country’s history, Canadians have been supportive of immigration, and tend to value a civil society that provides support to newcomers. Currently, immigration to Canada is deeply linked with economic need in specific sectors, and while there are criticisms of this approach, many employers across the country rely on foreign workers. In the past, large cities were immigration hubs, but the newcomer population in many smaller cities is now increasing. The Prairie Provinces have seen rapid immigration over the past decade due to the oil boom, and as a response to the influx of newcomers, relevant community actors have had to: A) Increase their connections with one another, and B) Enhance the services that they provide. In this project, relevant community actors were identified as: 1) Government, 2) Non-Profit Organizations, 3) Educational Institutions, 4) Businesses, 5) The Health System, 6) Religious and Ethno-Cultural Organizations, 7) Media Sources, and 8) Law Enforcement. While Citizenship and Immigration Canada gives special funding to Service Provider Organizations (SPOs), immigration support needs to be a concerted effort between all of the relevant community actors.

Academic research on municipal immigration is increasing. This is evident in Walton-Roberts’ study of British Columbian communities (2005), Taylor-Neumann & Balasingam’s work about Sudanese immigrants Murray Bridge, Australia (2013), and McAreavy’s study about rapid immigration in Northern Ireland (2012). Interest in municipal immigration research has also been heightened and improved by the Metropolis Project (Biles, 2012: 325-326). This

project spans countries, involves multiple academic institutions, and informs governments on their decision-making in regards to immigration. The idea of the “welcoming community,” has been developed by Metropolis Project researchers. Esses et al. define (and explain how to measure) seventeen characteristics that contribute to the “welcoming community,” which is seen as vital for successful immigrant retention (2010). Characteristic six, “Links Between Main Actors Working Towards Welcoming Communities,” is the focus of this case study on Lloydminster (Esses et al., 2010: 5-6). The authors suggest that the Local Immigration Partnership program, a network-developing procedural policy instrument is an example of a “best practice” (2010: 44) in contemporary immigration policy. The LIP program is now being expanded from Ontario to other areas of Canada; it draws on existing relationships between organizations, and grows to include additional stakeholders. While LIPs require a small amount of funding from the federal government, they encourage local-level solutions and a more efficient use of the resources that have already been deployed by governments. Partnership Councils should include a wide-range of relevant community actors (as Calgary has done successfully), and it is important that LIPs keep the community up-to-date with their work (unlike Timmins’ LIP). Non-LIP solutions, such as in Steinbach or Brooks, can also be looked at when creating an immigration strategy. However, the funding provided by the CIC through the LIP program makes networked solutions more viable than if communities do not avail of this assistance.

Lloydminster, Alberta/Saskatchewan is a rurally located, culturally homogenous, economically booming, small Western Canadian city that has experienced an immigration boom over the past decade. Due to economic necessity, the population of newcomers has increased rapidly. This research explored the following questions: How connected are community actors



on immigration issues? Is this system providing adequate services to newcomers, and should it be formally strengthened to help newcomers thrive? The purpose of these questions was to: A) Test the claims of the literature that has informed the Local Immigration Partnership program and its regional expansion, and B) Test the procedural instruments literature about whether a “process-based” approach like this really does respond to the policy problems confronting immigration. Do relevant community actors see networking as a real solution to improve integration outcomes?

A questionnaire was sent to thirty seven relevant community actors, thirteen of which responded. The questions focused on the past, present, and future, and identified that Lloydminster’s immigration sector network should be enhanced, potentially through the Local Immigration Partnership program. Key findings of this project include:

1. The network of relevant community actors in Lloydminster has become stronger since the 2006 spike in immigration. The main immigration actors in Lloydminster (City of Lloydminster, CSS Gateway, Lloydminster Learning Council Association) have open channels of communication on immigration issues through the Community Supports for Immigration (CSI) committee and through other inter-agency meetings.
2. There is still room for improvement in the ways that the main actors connect and provide information. More clarity is needed. The community faces unique challenges, as it borders two provinces. Multiple respondents would like to see the CSS Gateway increase its capacity to provide services.
3. Organizations on the periphery (i.e.: the Men’s Shelter) seek support for their newcomer clients, and need to be better informed and better connected with the main actors.

4. An assessment of newcomer needs should be completed before a course of action is taken.
5. The organizations surveyed were mostly receptive to the possibility of a Local Immigration Partnership and saw it as a real solution to their problems

The results support the claim that municipal immigration policy networks and the services they provide can be improved with a greater government role in connecting the various actors in the form of Local Immigration Partnerships (LIPs). This is a key finding, as the expansion of the Local Immigration Partnership program from Ontario to the rest of Canada is just beginning, and it is useful to know that relevant community actors in a new regional context see the value in this method of improvement. The use of this type of procedural policy instrument as a substitute for costly settlement services provided directly by the federal government is widely seen in public policy literature as a new and improved way to manage policy outcomes in a complex policy setting with a wide array of actors (Howlett, 2005: 31-50).

This thesis argues that interventions like the LIP program are a positive step in improving policy outcomes and the quality of government services because they provide a much-needed structure for communities, while at the same time being flexible enough to adapt to each community's unique circumstances. A greater government role in a "guiding," rather than "commanding" manner is ideal in order to provide more effective services in an era of government cut-backs. The "best practices" (Esses et al., 2010: 44) identified and developed through Metropolis Project research, and the federal government's encouragement of these practices at the municipal level through LIPs, seems to meet the needs of individual communities. While Lloydminster's civil society organizations and municipal government have made great strides in improving the services for newcomers since the beginning of the oil boom,

there is still room for improvement, and organizations on the periphery would especially benefit from involvement in a Local Immigration Partnership. The results of this survey suggest that LIPs are the next step for rurally located, economically booming, small Western Canadian cities.

It is positive to see Citizenship and Immigration Canada taking recommendations from academia, and that communities across the country are putting these recommendations into practice. Lloydminster's dual-province governance, economic boom, and location between two hub cities means that it could be a valuable site for other types of political case-study research. It remains to be seen how Local Immigration Partnerships (LIPs) will impact Canadian communities in the long-term, but based on the current research available, this is the best course of action for communities experiencing intensified immigration.

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## **Appendix A: Participating Organizations - Biographies**

### **Government Offices**

#### **Member of Parliament (MP) SK**

##### **Office of Gerry Ritz**

Lloydminster is in two different federal electoral constituencies. Conservative MP Gerry Ritz has represented the Battlefords-Lloydminster riding since 1997 (Ritz, 2014: Website). In terms of newcomer-related work, this office provides assistance regarding federal government program applications. They have seen an increase in inquiries for help since economic immigration increased in 2006. In response to these inquiries, they provide help with procedures and general information, and have also solved application problems for newcomers. In the questionnaire, it was noted that this type of assistance gives “support” and “peace of mind” to newcomers who are struggling with immigration issues.

#### **Member of the Legislative Assembly (MLA) SK**

##### **Office of Colleen Young**

Members of the Legislative Assembly (MLAs) represent their constituents on the provincial stage; this includes regarding immigration issues. Since it is on the border of two provinces, Lloydminster has separate MLAs for Alberta and Saskatchewan. Saskatchewan Party’s Colleen Young (Saskatchewan Party, 2014: Website), was elected in November 2014 as the representative for the Saskatchewan side of Lloydminster. While the MLA is new to her position, she has a strong relationship with newcomers and is very aware of newcomer issues, due to her past work with community organizations. MLAs often attend cultural events, and

immigration questions are often directed towards them. This office receives questions about permanent resident status in Saskatchewan, and the Saskatchewan Immigrant Nominee Program (SINP).

### **City of Lloydminster (Municipal government)**

The City of Lloydminster was first a village in 1903, and became a city in 1958. While Lloydminster's colonists were immigrants, and immigration has continued since, my research is focused on the spike in economic immigration from 2006 to the present. Immigrants are now more likely to come from non-English speaking countries and non-Western cultures. This is why settlement services for newcomers have increased in importance. The city has nine departments, all of which might deal with newcomer issues (2014: Departments). However, the Community Services Department is most relevant for my study; this is because, in a "welcoming community," information and services should be accessible to newcomers and should promote inclusion in the community. Municipal governments are well positioned to promote the "two-way street" approach to immigration (CIC, 2011: 3).

It is common for newcomers go to City Hall with questions about living in the community; they are referred to the appropriate organizations or departments. Questions in Lloydminster often relate to public transportation and affordable housing. The city does not have a public transportation system, and due to the oil boom, housing costs are high. The City recently published a Social Services Roadmap (a directory of useful agencies). While the roadmap is useful to all residents, newcomers will benefit from this resource. Since 2012, the City has increased their focus on cultural services to better serve the growing population of newcomers. Through their partnerships with local organizations, they encourage newcomers to attend

community events and to engage in local issues.

## **Non-Profit Organizations**

### **Primary Settlement SPO (Service Provider Organization)**

#### **Catholic Social Services (CSS) “Lloydminster Gateway for Newcomers**

The Gateway for Newcomers is a program managed by Catholic Social Services in Lloydminster. Gateways are Saskatchewan’s method of settlement service provision (Saskatchewan Canada Immigration, 2014: Regional Newcomer Gateways), and the CSS Gateway has been operating since 2009. They seek to connect newcomers to necessary services within the community (i.e.: English classes, jobs, religious organizations etc.). CSS receives funding from the CIC and both the Alberta and Saskatchewan governments to provide this service. However, the Gateway for Newcomers is only one part of Catholic Social Services’ work in Lloydminster, and unlike other primary settlement organizations, they have an information focus, rather than a programming focus (Catholic Social Services, 2014: Immigration and Settlement Service).

### **Lloydminster Chamber of Commerce**

#### **(Business connections organization)**

The Lloydminster Chamber of Commerce is an economically focused organization that connects businesses and promotes business interests locally. The economic nature of immigration in Lloydminster makes the Chamber a key immigration sector actor (Lloydminster Chamber of Commerce, 2014: About). The Chamber has been active in Lloydminster since 1906, and was described in the questionnaire as, “often the first point of contact for newcomers

when looking for information as there are Chambers all over the world and they are known to provide information and are respected and credible.” This international connection, along with the economic immigration phenomenon, means that the Chamber is an important resource for both newcomers and businesses that employ newcomers. The Chamber has over 600 members, and has been involved in the creation of a newcomer-serving agency locally. The Chamber: learns new information from networking, brainstorms solutions to newcomer issues, and often provides referrals.

### **Lloydminster Interval Home**

#### **(Shelter for women and children)**

Since 1980, the Interval Home has provided “temporary shelter,” support, and basic necessities to women (and their children) in difficult domestic situations. As well, the Interval Home runs outreach programs to prevent future abuse (Lloydminster Interval Home, 2014: “Welcome” & “Programs”), and provides crisis intervention by phone. The growing number of newcomers in Lloydminster means that more newcomers need to access these services. The Interval Home’s Public Education Worker tries to increase its visibility in the community so that more people (both locals and newcomers) will feel comfortable asking for assistance. The Interval Home networks with the police and CSS Gateway to ensure that newcomers in need know about the shelter. Depending on their immigration status, newcomers might not meet the qualifications for government support programs, and might not have additional support from nearby family or friends. Also, if a newcomer leaves a relationship with a spouse who has sponsored their entry into Canada, they risk deportation. The increase in immigration presents new challenges for the Interval Home; however their Public Engagement Worker, and their

relationships with other helpful organizations seek to meet the challenges.

### **Lloydminster Learning Council Association (LLCA)**

#### **(Adult literacy organization)**

The LLCA is a literacy and skill-building organization for adults that has been operating since 1975 and has been involved with newcomers for the past 15 years. Among other programs, the Learning Council offers English Language Learning classes and field trips for newcomers. Beginner, Intermediate, and Advanced classes are each offered twice a week, as well as a daytime class for newcomer women, and an IELTS exam preparation class (Lloydminster Learning Council Association, 2014: Programs). Their programs include over 100 learners, and the Learning Council is known for its efforts to create partnerships with other organizations in Lloydminster and beyond (NorQuest College, 2014: Lloydminster). In addition to the language classes, the Learning Council provides newcomers with “referrals to other agencies/businesses/organizations/government offices,” creates “special projects to assist with integration,” and provides volunteer and employment opportunities within the LLCA for newcomers. Since the spike in immigration, the Learning Council notes that companies often pay for their employees to access the English classes. The organization tries to meet the new needs by offering specially developed workplace literacy classes, which focus on terminology related to certain professions. This has caused their programming to increase in both professionalism and depth.

### **Lloydminster Men’s Shelter**

#### **(Shelter for men)**

The Men's shelter provides a temporary/emergency home for men for up to 21 days (Lloydminster Public Library, 2014: Lloydminster Men's Shelter). The shelter was first opened in 2008, has been serving both Canadians and newcomers to Canada since the beginning, and can house 28 men at a time. Lloydminster's economy attracts workers from all over Canada, including immigrants who have already settled in other areas of the country. Because of this, newcomers may require a temporary home while they look for work and begin their lives in Lloydminster. While the shelter works regularly with the Ministry of Social Work and Service Canada, they realized that they were "sorely lacking" in being able to assist newcomers "with immigration paper work and other legalities." They have recently realized connected with Lloydminster's CSS Gateway for help.

### **Lloydminster Economic Development Corporation (LEDC)**

#### **(Business development organization)**

Separate from the City departments, but featured prominently on the City's website, is the Lloydminster Economic Development Corporation" - an initiative started in 2011 (2014: LEDC Website). The non-profit's mandate includes: creating an economic development plan for the city, encouraging tourism, "relocat(ing) skilled labour to Lloydminster," and raising the profile of the city (Lloydminster Economic Development Corporation, 2014: About). The organization works in, primarily, an information production and dissemination capacity. While the LEDC does not have a specific focus on newcomers, the economic nature of immigration in Lloydminster creates an environment where the LEDC is indirectly involved in settlement issues. Employers occasionally require the LEDC's help to attract foreign workers. This means that the organization has to be aware of provincial requirements and up-to-date statistical information.

Additionally, the LEDC refers businesses to other local organizations that specialize in newcomer settlement.

### **Lloydminster & District United Way**

#### **(Non-profit fundraising organization)**

The United Way is a major partner in other Canadian LIPs, such as in Calgary (Calgary Local Immigration Partnership, 2013). Like the other branches of the United Way, the Lloydminster office “raise(s) funds to assist local agencies to deliver programs and services” (Lloydminster & District United Way, 2014). The organization, started in 1956, fundraises for a variety of local organizations – some of which serve newcomers. The United Way itself does not have direct involvement with newcomer issues.

### **Educational Organizations**

#### **Lloydminster Catholic School Division (LCSD)**

##### **Local Religious School Division**

The LCSD has been in existence since 1959, but has noticed an increased number of newcomer students in the past six years. The division includes one early education school, four elementary schools, and one high school with religious education environments (2014: LCSD Schools). According to the questionnaire respondent, the English as an Additional Language (EAL) Program is available to “all newcomer students from Kindergarten to Grade 12.” The program uses English Proficiency Levels set by the Saskatchewan Framework of Reference. During the “Intake Assessment and Registration process,” it is also determined if families need additional help adapting to the norms of the school system. Since 2009, the LCSD has had an

EAL Coordinator, who manages academic support initiatives for newcomer students. The division also has a Family Services Liaison Worker who connects newcomer families to both the school and the community; this involves help with certain tasks, such as how to access adult ESL classes, how to obtain a driver's licence, or how to make a doctor's appointment. The Catholic School Division is well-connected with community organizations in general, and EAL is one part of this connection. On a provincial level, the LCSD attends meetings with other EAL consultants across Saskatchewan.

### **Lakeland College (Lloydminster Campus)**

#### **College**

Lakeland College is a post-secondary institution with campuses in Lloydminster and the nearby community of Vermilion. The College actively recruits international students (Lakeland College, 2014: International), and has a variety of programs, many of which focus on business, agriculture, and industrial professions. While Lakeland College was established in 1913, it has had increased interactions with foreign students over the past two decades. Immigrants with Permanent Resident status also attend the college. The college connects with other local organizations in order to provide support and information to students.

#### **Private Sector**

**No participants**

#### **Health System**



**No participants**

### **Religious and Ethno-cultural Organizations**

#### **St. Anthony's Catholic Church**

The parish was founded in 1914, and has always served immigrants in Lloydminster. Catholicism is widespread around the world, and St. Anthony's has an increasingly diverse congregation, due to immigration. The questionnaire respondent noted that, often, "the first community [newcomers] get involved with is the church community." The church community provides numerous opportunities for locals and newcomers to connect. The respondent writes that, "As a church, we provide a familiar community in which [newcomers] can meet people and worship in the same way they do all around the world. This provides a center or a starting point for them and a place for them to meet others that are in the same situation." Generally, St. Anthony's does not focus on newcomer needs specifically, but ensures that all members of their congregation are assisted in times of need. The parish has a significant number of Filipino parishioners, and this was especially relevant after Typhoon Ondoy in 2009, when the church held a memorial service and donation drive in partnership with the local Filipino community (NewCap News Lloydminster, 2009). The church has the capacity to help its parishioners with a variety of settlement needs.

### **News Media**

**No participants**

### **Law Enforcement**

**No participants**

## Appendix B: Sample Participant Survey



### Faculty of Arts

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## Municipal Newcomer Support Networks: Lloydminster Case Study

### Questionnaire

**Researcher:** Elena Fenrick, **Supervisor:** Dr. Russell Alan Williams

**Program:** Master of Arts in Political Science, Memorial University of Newfoundland

The proposal for this research has been reviewed by the Interdisciplinary Committee on Ethics in Human Research and found to be in compliance with Memorial University's ethics policy. If you have ethical concerns about the research, such as the way you have been treated or your rights as a participant, you may contact the Chairperson of the ICEHR at [icehr@mun.ca](mailto:icehr@mun.ca) or by telephone at 709-864-2861.

**Please keep these types of organizations in mind when answering the questions, and remember that your answers should reflect local circumstances in Lloydminster.**

#### Government

Federal Government, Members of Parliament (MPs), Provincial governments, Members of the Legislative Assembly (MLAs), Municipal government

#### Non-Profit Organizations

Settlement services organization, Literacy non-profit, Libraries, Business-focused non-profits, Family-focused non-profits, Shelters, Youth organizations etc.

#### Educational Organizations

School divisions, College

#### Private Sector

Businesses (especially those that recruit and employ foreign workers)

#### Health System

Provincial health offices

Medical clinics & Hospital

#### Religious and Ethno-cultural Organizations

#### News Media

Television, Radio, Newspapers etc.

#### Law Enforcement

Police

For the purposes of this research project, newcomers are defined as “individuals living in

Lloydminster who were born in a country other than Canada and who did not have Canadian citizenship at birth.”

## 1. Demographic Information

A) Short Answers

- Name of Organization:
- Year Established:
- How long has your organization worked with newcomers?:

B) In what ways does your organization interact with newcomers to Canada?

Answer:

## 2. The Past

A) In the past (1996-2006), how adequate were the institutional supports for newcomers as they settled and integrated into the Lloydminster community?

Answer:

B) How interconnected were local organizations (types listed on page 1) regarding immigration issues in the past (1996-2006)?

Answer:

C) In what ways has your organization’s interactions with newcomers changed since 2006?

Answer:

## 3. The Present

A) Organizational Connections:

- Which **government offices** do you connect with on immigration issues, and in what ways?

Answer:

- Which **non-profit organizations** do you connect with on immigration issues, and in what ways?

Answer:

- Which **educational institutions** do you connect with on immigration issues, and in what ways?

Answer:

- Which **businesses** do you connect with on immigration issues, and in what ways?

Answer:

- Which **health care institutions** do you connect with on immigration issues, and in what ways?

Answer:

- Which **religious and ethno-cultural organizations** do you connect with on immigration issues, and in what ways?

Answer:

- Which **media sources** do you connect with on immigration issues, and in what ways?

Answer:

- Which **law enforcement offices** do you connect with on immigration issues, and in what ways?

Answer:

B) In what ways are your organization's connections with these other actors successfully providing adequate support to newcomers? And, in what ways are these connections lacking in the support that they provide?

Answer:

C) Beyond your own connections with these organizations, discuss local successes and challenges in newcomer integration and settlement.

Answer:

#### **4. The Future**

A) Is there a need to strengthen the informal network that supports newcomer integration and settlement in Lloydminster? Why or why not?

Answer:

B) Are you familiar with Local Immigration Partnerships?

Answer: (YES or NO)

*Local Immigration Partnerships (LIPs) are a formal solution to the disconnectedness that community organizations, government, and other relevant actors often experience in the immigration sector. Through Citizenship and Immigration Canada funding, organizations in a geographic area can set up an LIP partnership council that builds on and strengthens existing institutional relationships.*

C) Do you think that a Local Immigration Partnership would be applicable to Lloydminster's immigration sector? Why or why not?

Answer:

#### **5. Other Comments:**

Do you have anything else to add?

Answer: